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ABSTRACT

The hearings review aspects of the vocational education program assistance granted through the Federal government and how the programs have been implemented at the Federal and State levels. The testimonies from the first hearing deal with the evaluation of Federal and State assistance and include statements from representatives of the following agencies: General Accounting Office (GAO); the Bureau of Occupational and Adult Education of the Department of Health, Education, and Welfare (DHEW); and directors of vocational education from three States audited by the GAO. The second hearing focuses on the impact of vocational education programs on the States and includes testimonies from representatives of the National Association of Education and the University of the State of New York. The third hearing deals with vocational education and other educational associations and includes testimony from a representative of the National Advisory Council on Vocational Education and a panel of educators and professional association representatives. The fourth hearing deals with administration proposals and includes statements from representatives of the U.S. Commission of Education of DHEW, and the Rhode Island, Minnesota, and Maryland State Advisory Councils on Vocational Education. Extensive supporting materials are reproduced to supplement the testimonies presented during the hearings. (Author/LC)

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REVIEW OF VOCATIONAL EDUCATION PROGRAMS, 1975

HEARINGS
BEFORE THE
SUBCOMMITTEE ON EDUCATION
OF THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
NINETY-FOURTH CONGRESS
FIRST SESSION
ON
EXAMINATION AND REVIEW OF THE VOCATIONAL EDUCATION
PROGRAM ASSISTANCE GRANTED THROUGH THE STATES BY
THE FEDERAL GOVERNMENT

MARCH 3, 6; APRIL 11; AND MAY 8, 1975

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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REVIEW OF VOCATIONAL EDUCATION PROGRAMS, 1975

Evaluation of Federal and State Assistance

MONDAY, MARCH 3, 1975

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee convened, pursuant to notice, at 10:15 a.m., in room 4232, Dirksen Senate Office Building, Senator Claiborne Pell, subcommittee chairman, presiding.

Present: Senators Pell, Mondale, Beall, and Stafford.

Committee staff present: Stephen J. Wexler, counsel; and Gregory Fusco, minority counsel.

Senator PELL. The Subcommittee on Education will come to order.

Today we begin our review of the vocational education program assistance granted through the States by the Federal Government. We plan to study how the programs have been monitored and audited on the Federal level, then look at the States' implementation of these programs in compliance with Federal directives, and how, at both the State and Federal levels, the statute has been implemented.

I had the opportunity over the week end of going over the recent report published by the General Accounting Office at the request of this subcommittee in conjunction with the House Committee on Education and Labor on the role of Federal assistance in this field, a study which highlights a weakness in the administration of the act by the Department of Health, Education, and Welfare, specifically by the Office of Education.

This report states that the programs have not been administered, through program selection or through the allocation of funds, to achieve a maximum impact as defined by Congress in its original declaration of the purpose of the act.

At the State level, the GAO noted an increasing percentage of vocational education expenditures being used for administrative or ancillary services. This means that the impact of the program has been reduced somewhat, and I am concerned about that.

Also, special need groups, such as the handicapped and disadvantaged, have been allocated only a small percentage of total State and local vocational education funds spent.

The GAO report stated, in fact, that such expenditures have declined in the past 3 fiscal years—in effect, supplanting former State and local funds for the disadvantaged and handicapped with the

Federal minimums. The finding was later contradicted in a review of the report by the Bureau of Occupational and Adult Education.

We must resolve that difference, as well as others, in these hearings.

I would ask the first witness representing the GAO if he would come forward.

You are Mr. Ahart, is that correct?

Mr. Ahart. Yes, sir.

Senator Pell. Would you introduce your colleagues, please?

STATEMENT OF GREGORY J. AHART, DIRECTOR OF MANPOWER AND WELFARE DIVISION, GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY MORTON HENIG, DEPUTY DIRECTOR; HAROLD STUGART, ASSOCIATE DIRECTOR; AND ROSEMARY MYLECRAINE, AUDIT MANAGER

Mr. Ahart. Thank you, Mr. Chairman.

On my immediate right is Mr. Morton Henig, who is the Deputy Director of the Manpower and Welfare Division.

On his right is Mr. Harold Stugart, Associate Director of that Division.

On my left is Rosemary Mylecraine, an audit manager within that Division.

We are pleased, Mr. Chairman, to have this opportunity to comment on implementation of the Vocational Education Act.

The results of our evaluation of this program are contained in our report to the Congress, entitled "What Is The Role of Federal Assistance for Vocational Education?" which was issued December 31, 1974.

We have a prepared statement which covers the highlights of the report but I think, in the interest of time, I would like to summarize that statement and offer the full statement and report for the record.

Senator Pell. The full statement will be printed in the record at the conclusion of your testimony.

Mr. Ahart. Thank you.

To evaluate the vocational education program, as it relates to the expenditure of Federal funds, we reviewed implementation of the program at national, regional, State, and local levels.

In the context of our national survey, we concentrated our detailed review on programs in seven States—California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington—which together spent $146 million in fiscal year 1973, or 30 percent of the total $482 million of all Federal funds spent for the program that year.

Our study sought answers to the following questions:

One: What role does the Federal dollar play?

Two: How is vocational education planned?

Three: How are Federal vocational funds distributed?

Four: How are training resources used?

Five: Is training related to employment?

Regarding the first question, the act's stated purpose and the particular assurances it requires indicate that the Congress intended Federal dollars to be used to encourage State and local governments to increase their funding; meet changing national needs for skilled manpower; increase enrollments in vocational programs; and provide more training options for individuals, particularly persons with special needs.

The act also permits States to use Federal funds to maintain existing vocational programs.

Office of Education statistics show that in the decade since enactment of the act, State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities for the disadvantaged and handicapped have been expanded.

Office of Education officials, State directors of vocational education, and the National Advisory Council on Vocational Education told us they attribute this progress, in large part, to Federal assistance provided under the act.

We do not disagree with this. However, it appears to us that Federal funds have not necessarily been used primarily to initiate new program options and extend opportunities but, in many instances, have been used to maintain existing activities year after year.

Although in most States we visited the major portion of Federal assistance was directed to the local level, large amounts of Federal funds have been retained at the State level. Much of the money retained at the State level was used to support administrative-type activities.

Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about $5 for every Federal dollar, in 17 States the ratio of State and local support to Federal support declined between fiscal years 1970 and 1973.

Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given as high a priority with State and local support as with Federal support.

Although participation in vocational programs has grown in the last decade, increased funding has not necessarily resulted in proportionately increased enrollment.

Factors contributing to the disparity between funding increases and enrollment growth included increased program courses and use of new funds to improve program quality, which would not necessarily result in increased enrollments.

With regard to the Office of Education's implementation of the program, Office of Education officials told us there is little analysis of the way States use Federal funds, and that the Office of Education does not know what the impact of Federal vocational funding actually has been.

We concluded that, since the Office of Education has not held States accountable for performance against criteria which emphasize the role of Federal funds, as defined in the legislation, the Office of Education cannot insure that the intent of Congress will be met as to where and how funds should be targeted.

I turn now to the second question concerning how vocational education is planned.

Our review indicated that plans at State and local levels are prepared primarily to comply with Federal requirements, and are not used to provide direction to programs or to measure program impact.

We found that needs of potential students and communities served by vocational education are not assessed on a systematic ongoing basis. State plans are developed around the amount of funds expected to be available, rather than on the basis of relative needs.

Organizational patterns at all levels—national, State, local—diffuse responsibility for vocational education and result in uncoordinated and isolated planning.

State and local advisory councils often have had limited impact on assuring that vocational programs will meet current and anticipated manpower needs.

Although State advisory councils are responsible, under the act, for advising on development and administration of the State plan, in most States they had not been integrated into the planning process.

In several instances, however, we obser[illegible] advisory committees were the key to the success of voc[illegible]ms.

Data that would be helpful in planning i[illegible] inadequate or unused.

We concluded that planning of vocational programs should be improved at national, State, and local levels so that vocational education can be provided in a manner that best serves student and community needs.

I will turn now to distribution of Federal vocational education funds.

The act requires that States adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective States. These criteria are: (1) manpower needs and job opportunities; (2) differences in vocational education needs as among population groups; (3) relative ability of local communities to provide resources; and (4) relative cost of programs.

The Office of Education has not provided States adequate guidance concerning procedures for distributing funds, nor has it provided guidance with respect to the relative importance of the act's criteria. It has tended to accept statements of assurance in State plans that States will distribute funds according to these criteria, and has not routinely monitored State-distribution practices.

Some major practices noted in the States we visited were: (1) making funds available to all local education agencies within the State, rather than concentrating funds in selected areas with high needs; (2) making funds available to local education agencies without adequately identifying the need in relation to the needs in other areas; and (3) making funds available without considering ability of local education agencies to provide their own resources.

We concluded that, in many instances, adequate consideration has not been given to the law's criteria for fund distribution.

I will turn now to the fourth question of how are training resources used.

To respond effectively to the steadily increasing need for vocational training, as envisioned by the act, maximum consideration must be given to the use of all available training resources in the community.

Although we observed several instances in which local officials had expanded the range of vocational offerings by using a variety of community-based facilities, in the States we visited, vocational education authorities often had not made full use of existing resources.

Frequently, school officials at the local level had not explored possibilities of using either other public school facilities, federally funded manpower skills centers, military installations, proprietary schools, or employer sites to expand or strengthen vocational program offerings. Several factors accounted for underuse or nonuse:

One: in planning programs, school officials frequently have considered only those facilities under their own control.

Two: Training resources have not been inventoried to determine what was available.

Three: costs of training have not been adequately determined so that the most cost-effective choice could be made among alternative training strategies and delivery systems.

Four: the delivery of training has been restricted to traditional course, time, and facility usage patterns.

Five: transportation often has not been provided as a means of linking students with training available in a variety of facilities.

Six: construction of new school facilities has been favored, and allocation of Federal funds for construction has not necessarily been contingent upon need factors or upon maximum use of existing community facilities, public or private.

In one community we visited, however, secondary schools and community colleges were using a variety of community-based resources, facilitated by the provision of transportation to carry students between schools and other training locations. This utilization strategy is described in our report.

We believe that delivery of vocational education could be improved if the available training resources in the area to be served were more fully taken into account in the planning process.

We concluded that public education agencies should explore potential sharing of other resources in the community—particularly employer sites—and take steps to maximize the utilization of their own facilities.

The final question was the relationship between training and employment.

We believe there is little assurance that changing manpower needs are being addressed in secondary and postsecondary occupational programs supported by Federal funds. Many students are enrolled in traditional courses and are not always able to obtain employment in fields for which they are trained.

A number of factors have limited the relevancy of vocational programs:

First, labor market needs have been neither fully nor realistically assessed.

Work experience often has not been an integral component of the vocational curriculum. Most schools were not operated on the philosophy that students learn best in an environment of job realism. Students often were only exposed to simulated situations and performed theoretical exercises.

One institution we visited, however, which enrolled over 4,500 students in school year 1972–73, had developed working partnerships with local employers and unions to provide realistic work experience for all students.

We found that occupational guidance has not received adequate attention and responsibility for job-placement assistance has not been assumed routinely by schools.

We did observe several schools, however, which had made placement assistance available to vocational students, one with the aid of a State employment commission counselor assigned full time, and the other through job development and job-placement specialists.

We found the vocational programs at all levels lacked adequate student followup. We also found that barriers, such as age, sex, and entrance requirements, have restricted access to training and employment.

At the conclusion of our review, in addition to obtaining comments from HEW, we met with six of the seven State directors of vocational education to obtain their views on the issues discussed in the report.

We also discussed these issues with several members of the National Advisory Council on Vocational Education.

All these views were considered in the final report.

HEW generally concurred with GAO's recommendations and described actions taken or planned to implement them.

Our recommendations to the Congress, which we believe will help vocational education programs achieve maximum impact; are summarized on the last two pages of the report digest.

That concludes the summary of our statement, Mr. Chairman.

We would be happy to respond to questions.

Senator PELL. Thank you.

I went over your recommendations and thought, in general, they made a good deal of sense. They will be taken very seriously by the subcommittee.

I notice, too, in reviewing your report, that primary responsibility for the whole vocational education program, including negotiations concerning the content of the State plan, has been delegated to the regional offices.

As I understand the procedure, the State submits its application to the regional office which makes the tentative decision, then forwards the plan to the Office of Education in Washington, D.C., for the Commissioner's pro forma signoff. This could create a situation where you would have 10 different policies going on in 10 different regions.

It could also lead to a sweetheart relationship between the State agencies and the regional offices, both of which would be removed from the legislative level of supervision at the State or the Federal level here in Washington.

What is your reaction as to that query and that thought?

Mr. AHART. I am not sure we have any clear views on whether it is better to have the review at the regional office level or the Federal level. I think it could be carried out at either location.

There are advantages of having the regional office make the initial review in that you have a closer working relationship and a closer line of communication.

Our concern—and I think it would be a concern whether it is done by the regional offices or in Washintgon—is that the State plans at present appear to us to be mere compliance documents. In other words, something you need to get a Federal stamp of approval on to get funds as opposed to one that is really put together on the basis of a good assessment of what the education needs are and a good program to meet those needs in the communities and the States affected.

I think, regardless of where the review is done, the review ought to be substantive enough to make sure that the assessment is done and the plan put forth is one realistic in the light of the needs assessment.

Senator PELL. But you have no clear preference one way or the other whether it be done in the regional or the Federal level?

Mr. AHART. I do not think we do. I think it could be done adequately in either case.

Of course, the Office of Education headquarters should be monitoring the way in which the regional officials carry out their particular responsibility.

Senator PELL. My own view is that the regional level should be eliminated completely, because it has created a fourth level of government between Federal and State.

While it may serve a purpose in being a little closer, it also creates one more bureaucracy.

But we will not get into that question at this time.

Do you have any thoughts with regard to whether vocational education should be more or less under the auspices of secondary or postsecondary education?

Mr. AHART. Well, I think that vocational education has a proper place, both at a secondary level and at the postsecondary level; and I think, certainly, with the concept of career education that has come in, exposure, even at the elementary level and the junior high level are certainly appropriate.

I am not sure just what the balance should be, but I think there is certainly a place at all three levels of the basic school system.

Senator PELL. Thank you very much.

I congratulate you on this report which is an excellent one. All your reports, I find, are good.

I know I look through the monthly summary and find both the topics covered and the reports of great interest. I am sure we will be coming back to the GAO with further questions and reactions.

Thank you very much.

[The prepared statement of Mr. Ahart follows:]

United States General Accounting Office
Washington, DC 20548

STATEMENT OF
GREGORY J. AHART, DIRECTOR
MANPOWER AND WELFARE DIVISION
BEFORE THE
SUBCOMMITTEE ON EDUCATION
OF THE
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
ON
VOCATIONAL EDUCATION

Mr. Chairman and Members of the Subcommittee:

We are pleased to have this opportunity to comment on implementation of the Vocational Education Act. The results of our evaluation of this program are contained in our report to the Congress entitled "What is the Role of Federal Assistance for Vocational Education?" (MWD-75-31, dated December 31, 1974). In the interests of time, I wish to present high-lights of our report and offer the full report for the record.

The purpose of the Vocational Education Act is to insure that, ultimately, "persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training." This program, authorized in 1963 and amended in 1968, is administered by the Office of Education of the Department of Health, Education, and Welfare

Federal funds totaling about $3 billion have been spent in the last decade for programs under this act, beginning with $55 million in fiscal year 1964 and rising to $482 million in fiscal year 1973. Part B of the act, which accounts for 80 percent of total program expenditures, authorizes grants to States that they can use to provide vocational education for persons of high school age and above. Our review focused primarily on programs supported under part B.

To evaluate the vocational education program as it relates to the expenditure of Federal funds, we reviewed implementation of the program at national, regional, State, and local levels. In the context of our national survey we concentrated our detailed review on programs in seven States -- California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington -- which together spent $146 million in fiscal year 1973, or 30 percent of the total $482 million of all Federal funds spent for the program that year.

Our study sought answers to the following questions:

1. What role does the Federal dollar play?
2. How is vocational education planned?
3. How are Federal vocational funds distributed?
4. How are training resources used?
5. Is training related to employment?

1. What role does the Federal dollar play?

The act's stated purpose and the particular assurances it requires indicate that the Congress intended Federal dollars to be used to

--encourage State and local governments to increase their funding;

--meet changing national needs for skilled manpower;

--increase enrollments in vocational programs;

--provide more training options for individuals -- particularly persons with special needs.

However, the act also permits States to use Federal funds to maintain existing vocational programs.

Office of Education statistics show that in the decade since enactment of the act, State and local support for vocational education has increased, the number of persons enrolled in vocational education has grown, and vocational opportunities for the disadvantaged and handicapped have been expanded. Office of Education officials, State directors of vocational education, and the National Advisory Council on Vocational Education told GAO they attribute this progress in large part to Federal assistance provided under the act.

Based on our review, however, it appears that Federal funds have not necessarily been used primarily to initiate new program options and extend opportunities, but in many instances have been used to maintain existing activities year after year.

--Although in most States we visited the major portion of Federal assistance was directed to the local level, large amounts of Federal funds had been retained at the State level. Much of the money retained at the State level was used to support administrative type activities.

For example, as much as 22 percent of part B funds had been retained at the State level rather than being distributed for direct support of vocational programs at the local level.

In contrast to legislative provisions for other Federal education programs, which generally limit the amount which can be used by the State for administrative purposes to 5 percent or less, this act does not stipulate any such limitation. Data reported by the Office of Education indicate that nationwide $63 million, or 16 percent of Federal funds, were spent in fiscal year 1973 for administrative type activities. OE reports do not show whether these expenditures were made at the State level or at the local level. So that more Federal funds can be made available for direct services to program participants at the local level, we recommended in our report that the Congress consider setting a limit on the amount of Federal funds that can be retained at the State level, as provided in other Federal education legislation.

--Although State and local governments have increased their funding for vocational programs, maintaining a nationwide average since 1970 of about five dollars for every Federal dollar, in 17 States the ratio of State and local support to Federal support declined between fiscal year 1970 and fiscal year 1973, according to Office of Education statistics.

--Although expanded vocational opportunities have been made available for the disadvantaged and handicapped, persons with special needs have not been given as high a priority with State and local support as with Federal support. Office of Education statistics show that the nationwide ratio of State and local funding to Federal funding for all part B programs in fiscal year 1973 was $5.93 to $1.00. Yet the ratio for programs serving the disadvantaged was only $2.19 to $1.00 and for the handicapped only $1.10 to $1.00. According to Office of Education statistics:

--In fiscal year 1973, 23 States spent fewer State and local dollars for every Federal dollar for the disadvantaged than they had in fiscal year 1970; for the handicapped this happened in 19 States.

--Some States, over a three-year period, have spent no State or local funds for the disadvantaged or handicapped.

--In some States, State and local funding has been withdrawn as Federal funding has increased. For example, one State's ratio of State and local funds to Federal funds for part B handicapped programs declined from $3.36 in fiscal year 1970 to $.34 in fiscal year 1973.

We recommended that, if the Congress believes these two groups should receive priority attention in the utilization of Federal funds, it should consider adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped.

--Although participation in vocational programs has grown in the last decade, increased funding has not necessarily resulted in proportionately increased enrollment. Office of Education statistics show the following:

--The number of students enrolled has increased 163 percent, from 4.6 million in fiscal year 1964 to 12.1 million in fiscal year 1973. During the same period, total Federal vocational expenditures rose 776 percent, or 532 percent in 1964 dollars.

--The relationship between expenditure and enrollment growth has varied among States. For instance, in one State we visited the Federal expenditure increased 1,188 percent between fiscal years 1964 and 1973, or 829 percent in 1964 dollars. Enrollment increased 61 percent during this same period.

--The proportion of disadvantaged and handicapped enrollment declined relative to total enrollment from fiscal year 1971 to fiscal year 1973. During the same period the Federal portion of expenditures for disadvantaged and handicapped increased relative to total expenditure growth.

We did not do a comprehensive analysis to determine the reasons for the disparity between funding increases and enrollment growth. Factors cited by State directors of vocational education as contributing to the disparity included increased program costs and use of new funds to improve program quality, which would not necessarily result in increased enrollments.

With regard to the Office of Education's implementation of the program, Office of Education officials told us there is little analysis of the way States use Federal funds, and that the Office of Education does not know what the impact of Federal vocational funding actually has been.

The Office of Education has not determined what strategies would produce the desired result of maximizing effectiveness of Federal funds, and lacking this information cannot provide adequate guidance to States. We concluded that, since the Office of Education has not held States accountable for performance against criteria which emphasize the role of Federal funds as defined in the legislation, the Office of Education cannot insure that the intent of Congress will be met as to where and how funds should be targeted.

The heavy emphasis which States have placed on maintaining existing programs has hindered developing new initiatives which we believe the Congress also intended, although Office of Education officials and State directors of vocational education have stressed that maintenance of ongoing programs is an acceptable use of Federal funds. We recommended that the Congress consider limiting the amount of Federal funds that can be used to maintain existing activities, by requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities.

Our recommendations to the Secretary of HEW addressed the Department's role in providing leadership concerning the use of Federal funds to insure that they serve the catalytic role intended by Congress. HEW only partially concurred with this recommendation, stating that it disagreed with our interpretation of the purpose of the law.

2. How is vocational education planned?

Achievement of the act's objectives depends, to a large extent, on systematic, coordinated, and comprehensive planning at national, State, and local levels for the delivery of vocational education. Provisions of the Education Amendments of 1972 (Public Law 92-318) reiterated congressional concern that Federal funds act as leverage to bring about such planning. Our review indicated that:

--Plans at State and local levels are prepared primarily to comply with Federal requirements, and are not used to provide direction to program~~s or~~ to measure program impact. State representatives said the State plan format and data required by the Office of Education do not constitute an effective tool for guiding performance. In some instances States have instituted another planning system because they believe the data required by the Office of Education provides an inadequate mechanism for achieving comprehensive, coordinated planning.

--Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis. State plans are developed around the amount of funds expected to be available, rather than on the basis of relative needs.

--Organizational patterns at all levels -- national, State, local -- diffuse responsibility for vocational education and result in uncoordinated and isolated planning.

  --Within HEW responsibility for administering programs related to occupational training is organizationally fragmented. Even though the Education Amendments of

1972 attempted to address this problem, minimal coordination and even less cooperative effort is apparent.

- --At State and local levels division of responsibility for vocational training have permitted both secondary and postsecondary sectors to plan and operate independently, with the community college sector usually providing only minimal input to the State plan submitted to the Office of Education.
- --There also has been little communication with other Federal agencies providing services related to vocational training to insure that education and manpower efforts will be synchronized for students at all levels.

--State and local advisory councils often have had limited impact on assuring that vocational programs will meet current and anticipated manpower needs. Although State advisory councils are responsible under the act for advising on development and administration of the State plan, in most States they had not been integrated into the planning process. Because of committee inadequacies at the local level, employer needs have not necessarily received consideration in decisionmaking about vocational education. In several instances, however, we observed that local advisory committees were the key to the success of vocational programs.

--Data that would be helpful in planning is unavailable, inadequate, or unused. Even when data has been collected and compiled, it generally is not used at the national, regional, State, or local level for evaluating or improving vocational programs.

We concluded that planning of vocational programs should be improved at national, State, and local levels so that vocational education can be provided in a manner that best serves student and community needs. Greater attention to systematic, coordinated, and comprehensive planning would better insure that program funds are used most effectively.

We made several recommendations to the Secretary of HEW, which, if implemented, should improve the planning of vocational programs.

We recommended that the Congress consider requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process. We also recommended that the Congress consider requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973.

3. How are Federal vocational education funds distributed?

The act requires that States adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective States. These criteria are: (1) manpower needs and job opportunities, (2) differences in vocational education needs as among population groups, (3) relative ability of local communities to provide resources, and (4) relative cost of programs.

The Office of Education has not provided States adequate guidance concerning procedures for distributing funds. For example, the Office of Education has not provided guidance with respect to the relative importance of the act's criteria. It has tended to accept statements of assurance in State plans that States will distribute funds according to these criteria, and has not routinely monitored State distribution practices. As a result, Federal funds have been distributed by States in [illegible] variety of ways, many of which do not necessarily result in the funds being targeted to areas of highest need or to areas maximizing program impact. Some major practices noted in the States we visited [illegible]:

--Making funds available to all local education agencies within the State, rather than concentrating funds in selected areas with high needs.

--Making funds available to local education agencies without adequately identifying the need in relation to the needs in other areas.

--Making funds available without considering ability of local education agencies to provide their own resources.

We concluded that in many instances adequate consideration has not been given to the law's criteria for fund distribution, and the procedures by which States have distributed Federal part B funds could be improved to better insure that these funds actually are targeted to areas of highest need.

We made recommendations to the Secretary of HEW which, if implemented, should improve targeting of funds to meet needs defined in the act.

4. How are training resources used?

To respond effectively to the steadily increasing need for vocational training, as envisioned by the act, maximum consideration must be given to the use of all available training resources in the community. Although we observed several instances in which local officials had expanded the range of vocational offerings by using a variety of community-based facilities, in the States we visited vocational education authorities often had not made full use of existing resources. We were told that community colleges, in particular, were not fully used and that there were opportunities for increased training. Frequently, school officials at the local level had not explored possibilities of using either other public school facilities, federally funded manpower skills centers, military installations, proprietary schools, or employer sites to expand or strengthen vocational program offerings. Several factors accounted for underuse or nonuse:

--In planning programs school officials frequently have considered only those facilities under their own control. In most communities we visited, consideration was only given to the facilities within a single school -- whether it was a high school, community college, or vocational-technical school.

--Training resources have not been inventoried to determine what was available. Most States and communities we visited did not have a process for identifying potential resources for training -- facilities, equipment, instructors, supplies and materials.

--Costs of training have not been adequately determined so that the most cost-effective choice could be made among alternative training strategies and delivery systems.

--Delivery of training has been restricted to traditional course, time, and facility usage patterns.

--Transportation often has not been provided as a means of linking students with training available in a variety of facilities.

--Construction of new school facilities has been favored, and allocation of Federal funds for construction has not necessarily been contingent upon need factors or upon maximum use of existing community facilities -- public or private.

In one community we visited, however, secondary schools and community colleges were using a variety of community-based resources, facilitated by the provision of transportation to carry students between schools and other training locations. This utilization strategy is described in our report. Briefly:

--High school students were able to receive training at community colleges in technical areas not available at the high school level, as a result of the State's provision for concurrent enrollment.

--Secondary schools and community colleges both were using military facilities and paying military instructors on an hourly basis as a way of expanding vocational-technical options for students. At the same time, community colleges reciprocated by providing instruction for military personnel in specialized fields not available at military installations. The advantages of this relationship were expressed by the coordinator of one community college's biomedical technology program. Paraphrasing slightly, he said:

> It will mean a significant saving of tax dollars because the clinical facilities and classrooms will be used by both the Navy and the College and will not have to be duplicated by either. It would not be financially feasible for any community college in the nation to duplicate facilities and expertise provided by the Navy under this agreement.

--Employer sites had become part of the vocational training network. For instance:

--Air transportation programs offered by the local school district were conducted at two dozen separate facilities, including air freight offices, the Federal Aviation Administration Tower, the weather bureau, car rental offices, national airlines, private flying service companies, and a convention and visitors bureau. Instruction in health occupations took place at more than 20 different hospitals.

--A major shopping center served as an extended campus of the school district to provide a laboratory for high school students enrolled in the applied marketing occupations program. Seventeen stores participated, and classroom study related to students' training in the stores took place on the shopping center premises.

--The community college district used a variety of public and private facilities for a range of courses, including a filtration plant, several banks, the State Department of Transportation, an auto body shop, a silk screen company, the county administration building, a post office, an insurance company, and large and small manufacturers.

We believe that delivery of vocational education could be improved if the available training resources in the area to be served were more fully taken into account in the planning process. We concluded that public education agencies should explore potential sharing of other resources in the community -- particularly employer sites -- and take steps to maximize the utilization of their own facilities. We also believe that expanded vocational opportunities and strengthened program offerings would result if OE and States provided leadership in forging partnerships for using all resources, including those outside the traditional vocational education pattern. Improved use of available training resources would contribute to assuring that

--The nation's need for skilled manpower would be met.

--More persons who need training would be able to participate.

--More types of training options would be available.

--Duplication and gaps in the types of training offered would be avoided.

--Training would not be more costly than it should be.

Our recommendations to the Secretary of HEW, if implemented, should lead to improved delivery of vocational education. Our recommendations to the Congress address the potential for better utilizing existing training resources. Specifically, we recommended that, to expand vocational offerings and strengthen programs, the Congress consider establishing a set-aside requirement for cooperative arrangements between public training facilities or nonpublic training resources.

Also, because about 16 percent of Federal funds have been spent on construction, and this expenditure is not necessarily contingent upon need for facilities, we recommended that Congress consider establishing, as a legislative policy, that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

5. Is training related to employment?

Although the act requires that vocational training or retraining be realistic in the light of actual or anticipated opportunities for gainful employment, this factor generally has not been adequately considered in planning for, and evaluating vocational education programs. As a result, there is little assurance that changing manpower needs are being addressed in secondary and postsecondary occupational programs supported by Federal funds. Many students are enrolled in traditional courses and are not always able to obtain employment in fields for which they are trained. Data reported by the Office of Education for fiscal year 1972 indicated that about one-third of those who completed secondary programs and three-fifths of those who completed postsecondary programs and were available for full-time work were employed in fields related to their training. A number of factors have limited the relevancy of vocational programs:

--Labor market needs have been neither fully nor realistically assessed. Vocational educators at both State and local levels have not given adequate consideration to labor market factors, and there is no assurance that the training provided corresponds with manpower needs.

- --All States we visited had an Office of Education approved State plan which included at least some labor demand and supply projections. State education officials told us that available projections of labor demand and supply were unreliable and were included in the State plans only to comply with Office of Education requirements. The State plan therefore was not considered a valid assessment of manpower needs.
- --Vocational officials frequently told us that as long as students got jobs, there was a need for a program. Yet, these same officials agreed there was inadequate followup about whether students actually got jobs and little information as to the adequacy of the training for potential employment. As a consequence, schools lacked assurance that they were not contributing to over-supply in some occupational areas and under-supply in others.

--Work experience often has not been an integral component of the vocational curriculum. Most schools were not operated on the philosophy that students learn best in an environment of job realism. Students often were only exposed to simulated situations and performed theoretical exercises.

One institution we visited, however, which enrolled over 4,500 students in school year 1972-73, had developed working partnerships with local employers and unions to provide realistic work experience for all students. This work experience was conducted through local employers off campus or through the school's organized businesses. School officials said that the most rewarding benefit of cooperative training was that students learned occupational skills under actual conditions of employment. The fiscal goal of the program operated through the school's businesses was to charge the cost of the course to the customers. In this manner, those who benefited from the purchased products, and not the taxpayers or students, primarily shared the training costs.

--Occupational guidance has not received adequate attention. Students generally did not receive vocational guidance and counseling unless they made a specific request. Few schools had cooperative arrangements with the system of public employment offices in the State to provide these services, although State plans gave assurances of such provisions. As a result, students were not routinely exposed to the range of occupational options available and therefore had to make decisions on the basis of limited job information.

--Responsibility for job placement assistance has not been assumed routinely by schools. We did observe several schools, however, which had made placement assistance available to vocational students, one with the aid of a State employment commission counselor assigned full-time, and the other through job development and job placement specialists. Because skill training, if it is to be successful, needs to be linked with placement in appropriate employment, we recommended that the Congress consider requiring that schools take responsibility for job placement assistance in federally supported vocational education programs.

--Vocational programs at all levels lacked adequate student followup. In the States we visited, formal, systematic followup of students generally was not performed. School officials told us most teachers use an informal personal followup with a limited number of former students, and that information forms the basis for Federal reports. Because training needs to correspond with job opportunities and requirements, we recommended that the Congress consider requiring that schools take responsibility for followup in Federally supported vocational education programs.

--Barriers, such as age, sex, and entrance requirements, have restricted access to training and employment. Our report describes these obstacles. For example:

> As illustrated by the sex chart on page 85 in our report, vocational training for women traditionally has been clustered around stereotyped female occupational roles which HEW noted are compensated at lower-income levels.

We made recommendations to the Secretary of HEW and to the Congress concerning ways to reduce the impact of these barriers which inhibit persons from participating in vocational education.

We concluded that although the act's focus is on implementing changes needed to align program offerings more closely with areas of expanding employment opportunity, large enrollments have persisted in program areas with only a limited relationship to labor market considerations. As a result, graduates do not always obtain employment in fields for which they are trained, and there is little assurance that manpower needs in new and emerging occupations are being addressed. It is questionable whether States and local education agencies' continuance of support with Federal funds of programs which offer limited opportunity for employment is consistent with the act's intent.

We made recommendations to the Secretary of HEW, which, if implemented, should result in greater relevancy of vocational programs in terms of labor market requirements. We recommended that the Congress, because of the importance of achieving a match between training and manpower needs, consider requiring that Federal vocational funds directed to local education agencies be used for those skill areas for which existing or anticipated job opportunities can be demonstrated.

At the conclusion of our review, in addition to obtaining comments from HEW, we met with six of the seven State directors of vocational education (one was unable to attend) to obtain their views on the issues discussed in the report. We also discussed these issues with several members of the National Advisory Council on Vocational Education. All these views were considered in the final report. HEW generally concurred with GAO's recommendations and described actions taken or planned to implement them (Appendix V of the report).

Our recommendations to the Congress, which we believe will help vocational education programs achieve maximum impact, are summarized on the last two pages of the report digest.

This concludes our statement, Mr. Chairman. We will be happy to answer any questions you may have.

Senator **Pell**. Our next set of witnesses will represent the Department of HEW and the Office of Education.

They are Mr. William F. Pierce, Deputy Commissioner, Bureau of Occupational and Adult Education [Office of Education], and Mr. Charles Cooke, an old colleague of this committee, Deputy Assistant Secretary for Legislation.

Senator **Mondale**. With your permission, Mr. Chairman, I would like to introduce ahead of time the very able and effective Assistant Commissioner of the Division of Vocational-Technical Education in Minnesota, who will be testifying after this panel.

I have seen many of their efforts. It is just thrilling, some of the things they are doing.

I must say, I came slowly to see that point of view, and now I am a firm believer in it.

We think that our vocational education program is one of the most tightly administered and responsive programs in the country. I find that what I see in Minnesota is quite in contradiction to what the GAO says is the situation in vocational education.

I can only speak about my own State, but we do not waste money in overhead management.

Some of the most innovative programs in Minnesota are going on with the handicapped, the multihandicapped. They are very receptive to the needs of women in vocational education. I regret that I cannot be here for his testimony.

We are in the middle of what is called the rule XXII fight, which is coming out to be the longest parliamentary ping pong game in history, and I have to be there for that.

I hope you will understand. I did want to introduce Bob and say what I think to be, at least from what I view in my own State, one of the most exciting parts of education.

Senator **Pell**. Good.

Thank you very much. We will keep those comments in mind, certainly the representative of GAO who is here today will take note of them.

STATEMENT OF WILLIAM F. PIERCE, DEPUTY COMMISSIONER, BUREAU OF OCCUPATIONAL AND ADULT EDUCATION—OFFICE OF EDUCATION—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY CHARLES M. COOKE, JR., DEPUTY ASSISTANT SECRETARY FOR LEGISLATION—EDUCATION

Mr. **Pierce**. I am William Pierce, the Deputy Commissioner, Bureau of Occupational and Adult Education.

On my left is Mr. Charles M. Cooke, Jr., the Deputy Assistant Secretary for Legislation in the Department of Health, Education, and Welfare.

I have prepared a statement that I would like to submit for the record. In the interest of saving time, I would like to just summarize that statement, if I may.

Senator **Mondale**. It will appear in the record at the conclusion of your testimony, and you can highlight the points that you feel need emphasis.

Mr. Pierce. We are aware that this distinguished subcommittee is beginning hearings which are designed to lead to new vocational education legislation. Undoubtedly, an important factor in your deliberations will be the recently released General Accounting Office report entitled, "What Is the Role of Federal Assistance for Vocational Education?"

As we open this discussion, it is essential to bear in mind that State and local education agencies provide over 80 percent of the support for vocational education.

Federal funding, therefore, is at the margin, and we need to be concerned that Federal support is used in ways that will stimulate improvements in the basic operational program effort provided by States and localities.

We greatly appreciate the opportunity to provide this subcommittee with our assessment of that report and to share with you the Office of Education's plans for implementing the GAO recommendations which have been agreed to by the Secretary of HEW.

We are hopeful that this testimony will serve the following purposes:

One: To illustrate how the report has substantiated some problems of continuing concern to vocational educators,

Two: To share with the subcommittee the specific plans we have for intensifying Federal, State, and local efforts to resolve these problems,

Three: To help put the GAO report into perspective by pointing out some of the positive accomplishments of vocational education since the enactment of the Vocational Education Amendments of 1968,

Four: And, finally, to summarize some analytical weaknesses of the report which should be recognized before basing legislative decisions upon its findings.

Our major concern with this report is that it does not provide the proper balance in evaluating vocational education. It seems to convey that since the passage of the 1968 act that vocational education has, throughout the Nation, done an extremely poor job and that millions of young people have not been properly and appropriately served.

That was probably not the intent of the report, but it is our conviction that the way the report was put together and that the findings in the report that led to the conclusions are couched in such negative terms that one reading that report would get certainly a biased impression of what is happening around the Nation.

And, as an example of that, I would like to make reference to the Tuesday, January 7, Washington Star article.

In the first paragraph it says, "Government programs for vocational education training designed to prepare students in public high schools and 2-year colleges for jobs are generally pictured as an education disaster area in a new report to Congress by the General Accounting Office."

My point is, I think that is a terrible impression to leave with the public.

Our intent in this testimony, therefore, is to bring some balance to that perception, admitting, Mr. Chairman, that there are problems in vocational education. We admit there are problems at the Federal, State, and local levels in carrying out an appropriate Federal vocational education program, and that all of us responsible for the administration of this program, intend to address ourselves to those problems.

For instance, a greater differentiation does need to be made between the role of the Federal and non-Federal funds. Vocational educators should take better advantage of the availability of Federal funds to: (1) support development of activities with considerable economies of scale, such as adequate manpower forecasting, needs assessment and national coordination between manpower and educational programs; and (2) support new program developments which would help those with special needs.

We feel Federal funds have the greatest chance to achieve the catalytic goals set out in the 1968 amendments if they are concentrated on activities similar to those mentioned.

Our legislative proposal will allow such a shift of fund utilization.

The GAO report raises many other issues that we do not have time to discuss today; the full testimony discusses these issues.

Senator MONDALE. Does the GAO seek to make qualitative evaluations or do they just look at the numbers enrolled?

Mr. PIERCE. I think they attempted to look at qualitative evaluations, but I think sometimes, in looking at numbers, they made the assumption that if greater numbers had not enrolled, the program had not improved.

For example, the GAO, in the summary of the GAO report, just given, indicates that there was not a proportionate increase in enrollments with the increase in Federal funding. That seems to imply, therefore, something negative.

The report does not take into consideration, however, that in response to the 1968 amendments, vocational educators around the country have been changing programs, have been eliminating some of the low cost programs and implementing new programs at a higher cost to better meet the requirements of the law.

Senator MONDALE. We have one of the most exciting things I have seen in education, a program for vocational education for the profoundly handicapped. Some of them are adults that have been unemployed for years. They may be paraplegics. They may be profoundly deaf. They may be mute. They are not trying to train people who can be quickly trained just to make the numbers look good.

I assume that those programs are very expensive.

Mr. PIERCE. They are. That is right.

Senator MONDALE. But they are taking people, many of whom have been on welfare, who are certainly going to be on welfare for years. Within 1 year or so, with extensive training, these people are going to be employable, paying taxes, and off the welfare rolls. And if you just look at the numbers again—if that is how we are going to judge vocational education, then we are going to force them to go to the people who least need it—give them the least expensive training, and then say, look, we are increasing the number, and look how good we are.

If we want these programs to really get down to the tough problems and help people who can be helped in no other way, we have to be prepared to see the expense rise and even the numbers drop from time to time. That is why I say it seems to me you have to get into a qualitative evaluation.

You know, you can train modestly-educated auto mechanics quickly, but if you want to get them into the more advanced skills, you have to take some time. That is expensive, and your numbers drop, and your costs go up.

But it seems to me that the question is, are we helping people who have no other way of being helped? Are we getting into the more needed and advanced skills where we really are helping industry and the rest, or not?

And I think, otherwise, we are just going to push this whole program in an area where it looks good on the surface basis, but then these poor people are not getting help. They will just suffer as they have always suffered.

Mr. PIERCE. Yes.

But we went through each of the GAO findings and looked at them on the basis of four factors.

In our analysis, we separated the findings and the conclusions into four categories. Those with which we agree, those findings that we felt were not supported by facts——

Senator PELL. Excuse me, if I may interrupt here.

The GAO representative is here and testified. I was wondering if he would care to comment on this question of quality versus quantity, and if he has any reactions to the question that Senator Mondale put.

Mr. AHART. Would you like me to come to the table, Mr. Chairman?

Senator PELL. Would you, please?

Mr. AHART. I would like to make a couple of comments, if I might.

No. 1. Mr. Pierce has alluded to the kind of press coverage which the report got.

I will break that down two ways. Unfortunately, the draft report was leaked prior to final issuance, which is also unfortunate, because it does not necessarily have the same degree of balance.

Second, I would like to make a point that, as an office, the General Accounting Office cannot control the press any more than anybody else can.

We are not unaware of the things that Senator Mondale pointed out. Certainly, our report did not try to draw the conclusion which Mr. Pierce thought was implied, that enrollment ought to go up to the same degree the dollar goes up. There is a factor of inflation. The report does point out that because of the more expensive programs that have been introduced, that do require more dollars, you would not expect there to be a one-for-one proportionate growth in enrollment.

We did make the statement that the growth has not necessarily increased in proportion to funding. We coupled with that statement the comments we received from the State directors, in general terms, as to why you would not expect those two sets to go forward proportionately one to the other.

We certainly also appreciate the things that are being done for the handicapped.

One of the points of our report is that we do not feel that the State and local dollars have followed the Federal dollar into the handicapped and the disadvantaged areas to the extent they probably should have.

The State and local dollars do not give the same priority, as a general proposition, to the handicapped and disadvantaged as was given with the Federal dollar.

Mr. Pierce. Mr. Chairman, do you wish me to finish the summary of the statement at this point?

Senator Pell. Yes.

Mr. Pierce. We are grateful, that GAO has generated considerable public interest in all these issues. Hopefully, discussions that we are having this morning will lead to new legislation which helps us solve some of these identified problems.

The outline of our proposed response to GAO's 21 recommendations has already been submitted to the House Committee on Government Operations. I have copies of that document, Mr. Chairman, which you may wish to make a part of the record.

We have also completed a much more systematic and detailed analysis of GAO's 21 recommendations.

The Secretary concurred with 16.

For the most part, the recommendations will allow us to further improve or refine efforts currently underway. What needs to be made very clear, however, is that we do not concur with many of the findings. We have separated the findings into four categories—agree; those findings not supported by facts; those findings based upon inappropriate assumptions; and findings not justified.

Of the 47 findings, 11 fitted the agree category; 15 were not, in our judgment, supported by facts; 8 were, in our opinion, based upon inappropriate assumption; and 13 were of such a nature that, according to our analysis, they were not justified.

Although time will not permit a discussion of each finding, I do have copies of the Bureau of Occupational and Adult Education's analysis of such findings should you wish to make that analysis a part of the record, Mr. Chairman.

At this point, I think I will terminate the summary of our statement since it will be in the record, and express our appreciation for the opportunity to appear here and my willingness to answer any questions you may have at this time.

Senator Pell. I think, along that same line, we are interested in your specific reaction to the findings in the GAO report. The most important question was whether the funds were getting down to the level of the children, the young people intended to be educated, the people being trained, or whether it was sticking at the administrative level in the State.

Mr. Pierce. Mr. Chairman, the data that is collected by the Office of Education is difficult to analyze because the parts used for administration, are contained in a category called ancillary services, and it is difficult to separate those out.

Since the GAO report came out, we obtained permission from OMB to do a special survey to try to get a better assessment of what proportion of the Federal funds are actually being spent for the administration of the program. We have that summary available now, and I will make that available to the committee, if you so choose.

[Information referred to previously follows:]

Action Steps Necessary to Implement the Department of Health, Education, and Welfare Comments Pertaining to GAO Recommendations

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Identify and accumulate data about strategies for providing vocational education that are catalytic and offer the greatest pay-off, and review the use of Federal funds to assure that they serve the catalytic role intended by Congress.

DEPARTMENT COMMENT:

We concur with the recommendation that additional data on vocational education are needed. An improved data base for decision-making is one major outcome expected from Office of Education research contracts. "Administration of vocational education at the State level" is a high priority area for research in fiscal year 1975 under Part C of the Act and proposals are being solicited which will design, develop and field test a comprehensive educational management and information system. Additionally, we will develop procedures for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest pay-off. We assume "greatest pay-off" means most cost effective.

We believe our procedures do give assurance that Federal funds are indeed used as a catalyst as well as for all of the other purposes authorized in the Act. We believe that catalytic effect is demonstrated by such things as significant increases in enrollment, the increased number of area vocational schools constructed in the last few years and the subsequent tripling of new training stations, the addition of programs in new and emerging occupations, the number [illegible] disadvantaged and handicapped students being served, and the contin[illegible] State and local matching funds far in excess of those required by law. Consequently, we do not concur with the last part of this recommendation because [illegible] do not agree with the assumption that funds are not now being used as catalysts.

Implementation:

1. A total of 50 research proposals were received in response to the priority area in "Administration of Vocational Education at the State Level" under Part C of the Act. Review panels met during the week of January 13, 1975 to review and evaluate applications. Projects approved will be announced upon completion of negotiations.

   o Research proposals approved will be announced by June 30, 1975.

   o Projects completed and results disseminated by June 30, 1977.

NOTE - Refer to Page 17 for Abbreviations used in this report.

2. The Director of DVTE will designate a Task Force to develop procedures for identifying, accumulating, and disseminating information about strategies which provide vocational education programs that are catalytic and offer the greatest pay-off.

   o Task Force should be appointed by Division Director and start to work by March 15, 1975.

   o Completion date - July 1, 1975.

3. A Special BOAE survey is now underway to determine the percentage of funds expended to maintain, improve and develop new programs and the expenditure of funds for administration in States and Territories.

   o Work completed and disseminated by March 1, 1975.

4. The Administration's legislative proposal for vocational education is now being developed and will include provisions for improved State planning and administration and the securing and use of valid data.

   o Administration's proposal to be introduced in the Senate and House during this Session of Congress.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

Develop with States an improved approach to planning which will better meet State needs as well as provide information necessary to adequately monitor and evaluate Federal program expenditures.

DEPARTMENT COMMENT:

We concur with this recommendation. Vocational Education legislation soon to be introduced, emphasizes the continued need for improved long-range planning.

Implementation:

- Administration's vocational education legislative proposal should be introduced in the Senate and House during this Session of Congress.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Expand management evaluations to State and local vocational education programs supported by Federal funds.

DEPARTMENT COMMENT:

We concur with this recommendation. The law places responsibility for evaluation of programs on the National Advisory Council for Vocational

Education, the State Advisory Councils, and State Boards for Vocational Education. Reports of these evaluations are a matter of public record. The Office of Education conducts impact evaluation studies on a regular basis for reporting program status to Congress. We will attempt to expand management evaluation at the State and local levels.

Implementation:

a. The Division will participate with Regional offices in a minimum of 6 management evaluations at the State and local levels of programs of vocational technical education during FY 1975.

- Completion date June 30, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Expand its effort to enforce the requirement that all local and State education agencies, in planning vocational programs, identify the needs of public and private business, industry, labor and students, and that those needs be considered the primary basis for decision-making about provision of vocational services supported by the VEA.

DEPARTMENT COMMENT:

We concur with this recommendation that data are needed for planning vocational education programs. The present review and approval procedure for the State Vocational Education plan attempts to assure that the planning needs identified in the recommendations are being met. Local plans and applications required by States contain similar requirements. In regularly scheduled meetings and workshops throughout the year we will continue to assist the States in strengthening and improving comprehensive State and local planning. In addition we are currently monitoring 21 projects in 19 States that were developed in response to a 1974 research priority entitled "Manpower Information and Systems for Education."

Implementation:

1. The Division will monitor and disseminate results of the 21 projects in 19 States pertaining to "Manpower Information Systems for Education" to Regions and States.
2. State and local planning will be a topic for emphasis in all scheduled meetings and workshops during the year.

- Completion date - June 30, 1975.
- Management and information conference for all States in Region IV, Atlanta, held January 14-15, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Expand its efforts to have State and local education agencies establish working partnerships among all institutions providing occupational training at all levels--secondary, postsecondary, adult.

DEPARTMENT COMMENT:

We concur with this recommendation. Many States have commissions to coordinate public and private agencies at all levels and represent various interest groups and institutions. The activities of State Advisory Councils for Vocational Education complement such coordination and assist local advisory councils in promoting such working partnerships. We will encourage State agencies to assist local education agencies in developing working partnerships among local institutions.

Implementation:

1. Vocational Division Director will appoint a task force representing Headquarters and Regional offices to develop strategies for use by State and local education agencies in developing working partnerships between institutions providing occupational training.

    o Strategies completed and disseminated by June 30, 1975.

2. Include this item for discussion at all conferences and workshops involving State and local administrators of Vocational Education.

    o Include as a topic on State Directors of Vocational Education Conference Agenda - May 1, 1975.

    o Include as a topic on all Regional workshops for administrators of Vocational Education held in FY 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Increase its efforts in the development of vocational information systems that will provide comparable data, and continuously review utilization of that data to improve vocational programs.

DEPARTMENT COMMENT:

We concur with this recommendation. The vocational education information system for collecting statistical information provides for annual reporting of comparable data by all States and is constantly under review and modification. Leadership for improved reporting will be provided during the fiscal year through 10 regional training sessions for regional and State personnel responsible for reporting. We wish also to call attention to an Office of Education funded project entitled, "The Development of a Basic Vocational Education Information System." In addition, a priority area for research in fiscal year 1975 under Part C of the Act entitled, "Administration of Vocational Education at the State Level" will also address this recommendation.

Implementation:

1. Ten Regional conferences will be scheduled for Regional and State personnel responsible for reporting. All conferences will be held during FY 1975.

2. Findings of the North Carolina Research Center Study, "Development of a Minimal Information System to Satisfy the Needs of Selected User Groups" will be disseminated to all Regions, States, and other appropriate users of occupational data.

   o Completed by March 1, 1976.

3. Division of Vocational and Technical Education will continue monthly meetings with DOL/BLS to provide information and expand manpower supply and demand within all States and selected labor market areas.

   o All States participating by December 31, 1976.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Clarify the roles of various organizational entities within HEW involved in occupational training and implement some mechanism by which these jurisdictions can engage in coordinated, comprehensive planning.

DEPARTMENT COMMENT:

We concur with the recommendation and will institute an intradepartmental coordinating council on Occupational Education which will meet monthly to discuss mutual interests. It will be presided over by the Assistant Secretary for Education.

Implementation:

- An Inter-Departmental Coordinating Council on Occupational Education will be appointed by the Secretary and will meet monthly. The Council will be presided over by the Assistant Secretary for Education.

  o Council will be appointed by April 1, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Analyze actual State practices in distribution of Federal funds to determine consistency with the law's criteria.

DEPARTMENT COMMENT:

State expenditure procedures as provided in the State Plan are reviewed for assurance that Federal funds are to be distributed in accordance with the criteria in the law. Regional program officers will continue to review State practices in carrying out these procedures to determine their effectiveness in actually meeting the varying needs of local education agencies. We will establish procedures to coordinate this effort with the HEW Audit Agency.

Implementation:

1. The Deputy Commissioner for Occupational and Adult Education will inform all BOAE Regional Directors to review State practices in the distribution of Federal funds as indicated in the State plans.
   - o Deputy Commissioner will send memorandum to all Regional Directors by March 1, 1975.
2. Division Director will schedule quarterly meetings with representatives of HEW Audit Agency to discuss all areas of fund distribution.
   - o Schedule a minimum of four meetings in each fiscal year.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Improve technical assistance to States to help them in identifying, developing, and applying appropriate data which will adequately consider each criteria in the law.

DEPARTMENT COMMENT:

We concur with this recommendation. We will expand the guidance we have already extended to the States in relation to criteria for the disadvantaged and handicapped. Insofar as staff resources permit, we will work with the Regional Offices in order to impact on the States' need to improve the identification, development and application of data pertinent to each criteria in the law.

Implementation:

- Since new Vocational Legislation will be considered during this Session of Congress - action on implementing this recommendation will be deferred until Legislation has been acted upon.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Perform follow-up reviews to assure that States improve their distribution procedures so that Federal funds can be better targeted to meet needs defined in the law.

DEPARTMENT COMMENT:

We concur in this recommendation and will direct the Regional Offices to provide technical assistance and follow-up reviews in the States to assist them in improving their distribution procedures in accordance with the Act.

Implementation:

- The Deputy Commissioner for Occupational and Adult Education will include in the directive, referred to on Page 6, the request that Regional Offices provide follow-up reviews in the States to assist them in improving their distribution procedures.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Encourage State and LEA's to assess training resources and facilities in all geographic areas so the role of Federal funding can be viewed within the context of total available resources.

DEPARTMENT COMMENT:

We concur with this recommendation. We believe that such information is essential to occupational planning. States are now required to include training data from available resources in their State Plans. In addition, LEA applications must be developed in consultation with representatives of education and training resources available in the area served and coordinated with training offered under CETA. We will encourage States to assess all training resources and facilities as a part of the state planning process to expand vocational and technical education training opportunities in all areas of the State. We will investigate possible sources of funds to implement a study in Fiscal Year 1976 which will assess various alternative training strategies.

Implementation:

1. The Deputy Commissioner of BOAE will request OE's Office of Planning, Budgeting and Evaluation, to give priority to an evaluation study which assesses the utilization of vocational education facilities in the States and alternative training resources.

   o Study to be funded by June 30, 1976.

2. The Bureau will recommend that the Administration's legislative proposal incorporate language requiring States and LEA's to assess the training facilities before Federal Vocational Education funds are used for new construction.

   o Completion date June 30, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Require that LEA's in their applications to SEA's describe and document the nature and extent of their cooperative efforts with other sources of training and employment.

DEPARTMENT COMMENT:

We will review LEA application forms on file with State plans to determine to what extent the LEA's are now being required by States to describe and document cooperative efforts with other sources of training and employment. In those States where the information requested is inadequate we will assist the States in revising their application forms.

Implementation:

- The Division Director will appoint a Committee to review local application forms contained in the State plans and assist States in revising applications to assure the inclusion of adequate descriptions of cooperative efforts with other training and employment agencies.

  o Committee to be appointed by March 1, 1975.

  o To be completed by June 30, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

—Work with States to increase flexibility in vocational training arrangements, through such mechanisms as expansion of the present school day, week or year; inclusion of transportation costs to make better use of existing facilities; and provision of vocational training in nonpublic facilities so that more people can be trained in more occupational categories.

DEPARTMENT COMMENT:

We concur with this recommendation and will continue to work with States to increase flexibility in vocational training arrangements and improve the use of resources. During Fiscal Year 1976 a project will be developed and funded to seek out successful examples of flexible arrangements and to develop models for use by States and LEAs in increasing flexibility in vocational training arrangements.

Implementation:

- BOAE Division of Occupational Planning will develop a project for seeking out successful examples of flexible arrangements and to develop models for use by States and LEA's in increasing flexibility in vocational training arrangements.
    - o Project to be developed by June 30, 1975.
    - o Priority funding from Research and Demonstration funds for FY 1976.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

—Work with States to identify statutes and administrative procedures which may prevent schools from utilizing other community training resources, and implement plans to remove these obstacles, including encouraging State Agencies to make recommendations to appropriate legislative bodies.

DEPARTMENT COMMENT:

We concur with the recommendation and will develop an evaluative study to identify Federal and State statutes and administrative procedures that limit the use of community training resources. The dissemination of the results of the study will provide information useful in the development of plans to remove such obstacles. We will also disseminate the information through the Office of Management and Budget to the National Legislative Conference for their consideration.

It must be observed, however, that most institutional barriers are well recognized by State administrative personnel who have often been working for years to develop ways of removing such obstacles.

Implementation:

- BOAE Division of Occupational Planning will develop a study to identify Federal and State Statutes and administrative procedures that limit the use of community training resources.
  - o Project to be developed by June 30, 1975.
  - o Investigate sources of funding from OPBE and BOAE and establish funding source for implementation in FY 1976.
  - o To be funded by June 30, 1976.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Discourage the use of VEA funds for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives, and then require sufficient flexibility so that facilities can be adapted to changing training requirements.

DEPARTMENT COMMENT:

We concur with this recommendation. We will continue to encourage States, as they develop their annual and long-range plans, to weigh carefully the expenditure of Federal funds for additional facilities unless adequate justification can be provided and operational funds can be assured.

Implementation:

1. The Bureau will recommend that the Administration's legislative proposal incorporates language requiring the States and LEA's to assess the training facilities before Federal Vocational Education funds are used for new construction.
   - o Completion date June 30, 1975.

2. The Deputy Commissioner, BOAE, will send a memorandum directing all Regional Directors in their review of the long-range and annual State plans to weigh carefully the expenditure of funds for construction unless adequate justification is provided.

   - To be completed by March 1, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Expand efforts to develop labor market data in a form which will better enable vocational planners at State and local levels to match occupational training with manpower needs, by working cooperatively with the Department of Labor, and provide technical assistance to States for the training of vocational planners in the use of such data.

DEPARTMENT COMMENT:

We concur with the recommendation and wish to call attention to activities to strengthen the supply and use of valid labor market data already initiated:

--Monthly meetings are being held with DOL/BLS (Bureau of Labor Statistics) to develop manpower supply and demand data within States and selected labor market areas. State participation will be accelerated during the rest of the Fiscal Year. It is anticipated that data from this source will be available and disseminated to all State Divisions of Vocational and Technical Education by July 1, 1976.

--Monitoring the North Carolina State University Research Center study which will identify planning elements needed in State and local planning. This information should be available by January 1, 1976.

We will cooperate with the Bureau of Labor Statistics in developing a matrix of available National, State, and local labor market data and strategies for use in improving comprehensive State and local vocational education planning. A series of regional conferences will be scheduled in Fiscal Year 1976 for State and local planners to strengthen the use of available labor market data at both the State and local planning levels.

Implementation:

1. Monthly meetings have and will continue to be held with DOL/BLS in directing the course of action to make available a matrix of available data for all States and LEA's. A summary of the outcomes of these meetings will be sent to the Regional Offices and to the State Directors.

   o Summaries will be sent by July 1, 1976.

2. Bureau staff will continue to monitor a study, "Development of a Minimal Information System to Satisfy the Needs of Selected User Groups," which is being conducted by the Center for Occupational Education at North Carolina State University at Raleigh. Results of the study will be disseminated in the ERIC system.

   o The study will be completed December 31, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

—Assist States in developing techniques for obtaining information from students and employers to assess the appropriateness and adequacy of training, and annually review the extent to which changes have been made in programs as result.

DEPARTMENT COMMENT:

On-going activities and projects will be continued and strengthened to provide additional information from the follow-up of students and information from their employers. A staff review of selected on-going State follow-up studies to determine their effectiveness and appropriateness for consideration in other States will be started during the fiscal year 1975.

A National Sampling Technique for student follow-up will be developed for use by States in Fiscal Year 1976 and base year data of the National Longitudinal study of the high school graduating class of 1972 will be disseminated to States.

Implementation:

1. The Division Director will request Regional Directors to obtain from their respective States information relating to on-going follow-up studies, which will be reviewed by a Division Committee and those found to be most effective will be referred to other States for consideration.

   o Completion date June 30, 1975.

2. The National Center for Education Statistics will be requested to assist in the development of a National Sampling Technique for use by the States in FY 1976 for conducting student follow-up.

   o Request submitted January 15, 1975.

3. Pertinent information about vocational education students in the National longitudinal study of 1972 high school graduates will be analyzed by a Division Committee and the results distributed to the States.

   o Completion date June 30, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Assist States in identifying and implementing strategies to eliminate or dissipate barriers which inhibit improvement or expansion of vocational programs or restrict persons from fully participating. Periodically evaluate State progress, and advise Congress. Specifically:

DEPARTMENT COMMENT:

We concur with this recommendation. It is recognized that a multiplicity of barriers exist in States which inhibit improvement or expansion of vocational education or which limit participation in these programs. Overcoming these barriers, which may have a long history in tradition, practices or laws, is a major concern at the Federal, State, and local levels. State vocational officials have shown continued sensitivity to such restrictions as: teacher certification requirements, union hiring practices, length of the school day, use of facilities for an extended day, student transportation, and use of private schools. We will periodically evaluate progress made by the States in overcoming these barriers and will advise Congress of the progress.

Implementation:

1. The Deputy Commissioner of BOAE will appoint a Task Force to collect information and develop strategies for use of States and LEA's to overcome barriers.

   o Appoint Task Force by March 15, 1975 and Dissemination Report by June 30, 1976.

2. This topic will be included in all conferences conducted by the Headquarters and Regional staffs involving State and local administrators.

   o Completion date June 30, 1976.

3. Division Director will request Regional BOAE Directors to include Progress in overcoming barriers in their monthly reports.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Review legislative provisions and administrative procedures designed to protect workers under the age of 18, and implement an action plan for the consideration of Congress and State legislatures to change the laws and procedures to enable youth to interact with the adult world in ways that will better prepare them for the transition from school to work.

DEPARTMENT COMMENT:

We will continue to work very closely with the Department of Labor to review legislative provisions designed to protect the students enrolled in programs of vocational and technical education.

Pilot programs, such as "WECEP", have been operating as joint projects of the Departments of Labor and Health, Education, and Welfare to provide opportunities for students ages 14 to 15 to participate in work experience programs. We will initiate a request to the Secretary of Labor to extend "WECEP" to 14 and 15 year old students in all States.

Implementation:

1. The Director of Vocational Education will schedule a meeting with appropriate Department of Labor officials to discuss problem areas and legislation needed to protect students and workers under 18 years of age.

   o Meetings scheduled and action completed by June 30, 1975.

2. In response to the President's Speech at Columbus, Ohio, an Action Memorandum was sent to the President which included the recommendation to expand "WECEP" to 14 and 15 year old students in all States.

   o Letter sent December 11, 1974.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Implement applicable provisions of Title IX of the Education Amendments of 1972 to eliminate sex discrimination in vocational education, particularly by adopting techniques proved effective in recruiting members of one sex to occupations traditionally considered the prerogative of the other sex.

DEPARTMENT COMMENT:

We concur in this recommendation and have taken positive steps with the Office of Civil Rights and through Department policy directives to eliminate sex discrimination.

Changes in State statistical reporting procedures will be requested to provide data on enrollments by sex in all vocational and technical education programs in Fiscal Year 1975. In addition, we will undertake a study in Fiscal Year 1976 to identify successful recruiting techniques that have resulted in increased enrollments of the one sex in occupations traditionally considered the prerogative of the other sex.

Implementation:

1. The Administration's Vocational Education Legislative Proposal includes legislative emphasis on removing sex role stereotyping in all programs of vocational and technical education.

   o Legislative Proposal to be introduced in the Senate and House during this Session of Congress.

2. The Department will continue to develop ways to make all School Administrators at the State and local levels, aware of techniques to assist in implementing Title IX.

   o The BOAE is reviewing the number of women now serving on State Advisory Councils. Completion date June 30, 1975.

3. The Deputy Commissioner, BOAE, will send a letter to all State Directors of Vocational Education and Community Colleges, informing them of the requests from the Womens Equity Action League, to make proposed changes in regulations to reflect consideration of Title IX provisions.

   o Letter to be sent by March 15, 1975.

4. The Deputy Commissioner, BOAE, will send memorandum directing all Headquarters Staff and Regional Directors in their review of Regulations, Guides, Curricula and other educational materials, to delete any discriminatory connotation, stereotyping or discriminating practices based on sex.

   o Memorandum to be sent by March 15, 1975.

GAO RECOMMENDATIONS TO THE SECRETARY, HEW

HEW Should:

--Analyze entrance requirements to institutions and courses and advise States that Federal funds are not to be used to support programs which unfairly deny entrance to students who want training.

DEPARTMENT COMMENT:

The National appraisal of postsecondary vocational education programs being conducted by the Office of Civil Rights will examine these requirements. States whose programs are found to be in violation of Federal laws will be required to remedy such situations. We will continue to monitor vocational education institutional policies on all State and local visits to determine if unfair entrance requirements exist.

Implementation:

1. The Deputy Commissioner for the Bureau of Occupational and Adult Education will send a memorandum to the Regional BOAE Directors requiring this recommendation be included in the OPS for FY 1976.

   o Completion date March 1, 1975.

2. The Division Director will schedule a conference with the Office of Civil Rights to cooperate in the National appraisal of Post Secondary Vocational Education programs being conducted by the Office of Civil Rights.

   o Completion date June 30, 1975.

ABBREVIATIONS

BLS	Bureau of Labor Statistics
BOAE	Bureau of Occupational and Adult Education (Bureau)
CETA	Comprehensive Employment and Training Act
DOD	Department of Defense
DOL	Department of Labor
GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
LEA	Local education agency
MDTA	Manpower Development and Training Act
NIE	National Institute of Education
OE	Office of Education
SEA	State education agency
VEA	Vocational Education Act
DVTE	Division of Vocational and Technical Education (Division)
OPBE	Office of Planning, Budgeting and Evaluation
WECEP	Work Experiences and Career Exploration Program

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION

"What is the Role of Federal Assistance for Vocational Education?"

The staff of the Bureau of Occupational and Adult Education made an extensive analysis of the GAO Report. The following is a summary of its reactions to each of the findings in the Report.

EXPLANATION OF BOAE REACTION CATEGORIES

1. Agree

   Concurrence with finding.

2. Finding not supported by facts

   Failure to cite evidence (documented data or examples) that support the finding.

3. Finding based on inappropriate assumptions

   Hypothesis advanced at variance with long established practice or current legal interpretation of the Act.

4. Finding not justified

   Evidence provided subject to various interpretations. Additional analysis of evidence leads to different conclusions.

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION

CHAPTER 2
WHAT ROLE DOES THE FEDERAL DOLLAR PLAY?

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
VEA funds do not necessarily play catalytic role. (P. 9)	Finding not justified.	While we agree with the way the finding is worded in the GAO Report, we believe the catalytic role of Federal funds is overemphasized. The Act provides "to maintain, extend, and improve." Catalytic effect is, however, evidenced by such as the following:

(1) State and local expenditures increased twice as much as Federal funds.

PART B EXPENDITURES (000's)

	FY 1970	FY 1971	FY 1972	FY 1973	Increa '69 -
Total	$1,635,756	$2,066,439	$2,321,053	$2,664,438	$2,512,
Fed	265,812	317,083	370,133	387,664	160,
S/L	1,369,944	1,749,356	1,950,918	2,276,774	1,352,
	Percent Increase Over Previous Year				
Fed	16.8	19.3	16.7	4.7	70.
S/L	48.3	27.7	11.5	16.7	146.

(2) Total enrollment in vocational education increased from 7,979,366 in 1969 to 12,072,445 in 1973 or 51 percent.

(3) Enrollment of persons with special needs increased from 143,420 in 1969 to 1,829,720 in 1973 or 1,176 percent.

(4) The number of area vocational schools increased from 1,2 in 1969 to 2,148 in 1973 or 66 percent.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Large amounts of Federal funds retained at State level. (P. 10)	Finding not supported by facts.	Due to the limitations placed on the amount of data which may be collected from States, reports do not provide specifically the amount of State-level expenditures. Expenditure data are available for the eight purposes specified in the Act. For the purpose of ancillary service, as observed by GAO, FY 1973 expenditures were $63,073,834, or 16.3 percent of the total Federal expenditures under Part B. Ancillary service, however, is a generic term for those activities which assure quality in vocational education programs suc as teacher education, supervision, planning, evaluation, special demonstration and experimental programs, and development of instructional materials, in addition to State administration and leadership. It must also be recognized that the expenditures so reported includ the support of ancillary services at the local level such as payment of salaries of local directors and supervisors.
Proportion of Federal funds expended for administrative type activities has been increasing. (P. 11)	Finding not supported by facts.	Expenditures for ancillary services reported under Part B have increased, but the extent of such expenditures for administrative type activities is not known. The assumption by GAO that 85 percent of ancillary service expenditures are primarily administrative type activities is not supported by facts. The States do report total

GAO Findings	BOAE Reaction	Basis for BOAE Reaction

expenditures (Federal, State and local) for the ancillary services of (1) administration, supervision, and evaluation, (2) teacher education, (3) research and demonstration, and (4) curriculum development. The expenditures for the category of administration, supervision, and evaluation for the past three fiscal years are as follows:

	Total Expenditures, Part B	Expenditures Admin., Super. and Eval.	Percent of Total
FY 1971	$1,804,265,000	$133,163,000	7.4
FY 1972	2,084,765,000	178,810,000	8.6
FY 1973	2,443,208,000	212,898,000	8.7

It is apparent from the above that expenditures for administrative type expenditures at the State and local levels are increasing. However, the percent of funds for this function has remained relatively constant.

Even though States do not report the above expenditures by source of funds, it may be assumed that the same matching provided for ancillary services, in total, will apply to the administrative type activities. The following are the expenditures for ancillary services, under Part B, reported by the States during the past three years:

	Total Expenditures	Federal Expenditures	Percent of Total
FY 1971	$117,711,714	$40,072,020	34.0
FY 1972	157,585,091	50,178,827	31.8
FY 1973	205,993,463	63,073,834	30.6

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		As can be observed, the proportion of Federal funds in relation to the States' total expenditures for ancillary has been decreasing. We do agree that data reporting needs to be improved and expanded. We are reviewing the need for additional data to see where improvements can be made.
Proportion of Federal support for administration has exceeded Federal share of State program. (P. 13)	Agree	The Vocational Education Amendments of 1968 eliminated purpose-by-purpose matching and requires State-wide matching of Part B funds. Due to the limited State resources, it may be expected that Federal funds will be used to a greater extent to support administrative costs. We view this as having a positive rather than a negative effect, in that expenditures of Federal funds for State leadership may provide the greatest incentive for program initiatives. Resources for administration, especially planning and monitoring programs, are often the limiting factor in providing the catalyst for new or redirected programs. Since the intent of the legislation was to give greater flexibility to the States, we believe the States are in the best position to determine where the Federal funds will stimulate the greatest improvement.
Ratio of State and local support to Federal Part B support. (P. 14)	Finding not justified.	As indicated previously, during the period 1969 to 1973 State and local expenditures increased 146 percent while Federal expenditures increased only 70 percent. While in every State there was a substantial increase in State and local funds, the increase could not be expected to be in direct proportion to the annual increase in Federal funds. In many States there was a lag in obtaining matching funds at the same ratio as before, becaube legislatures must respond and local educational agencies must seek new resources. Actually, 34 States expended more State and local dollars for every Federal dollar in FY 1973 than in FY 1970. Of the 17 States having a lower ratio in 1973 than in 1970:

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		4 States (De., Ga., Md., N. D.) decreased less than $.50 5 States (Ky., Mo., Nv., N. H., Oh.) decreased from $.51 to $1.00 4 States (D.C., Ia., S. C., Wy.) decreased from $1.00 to $1.50 2 States (Al., Ct.) decreased from $1.51 to $2.00 2 States (Ma., N. Y.) decreased from $3.40 to $13.87 Further analysis of the data reveals that State matching ratios fluctuate from year-to-year depending on the amount of funds available from the various sources. For example, 20 States had a lower ratio in 1971 than in 1970; 26 States had a lower ratio in 1972 than in 1971 and 18 States had a lower ratio in 1973 than in 1972. It is interesting to note that of the 17 States with a lower ratio in 1973 than in 1970, only 2 States (Alabama and Wyoming) declined in each of the 3 years.
Persons with special needs have not been given a high priority. (P. 15)	Finding based on inappropriate assumptions.	The Vocational Education Amendments of 1968 eliminated purpose-by-purpose matching and requires State-wide matching of Part B funds. As a result, in order to provide incentive for special needs programs, States may direct more Federal funds to this purpose. Naturally, this results in a lower matching ratio than for other purposes not so favored but has, in fact, obtained the desired effort as revealed by the following:

GAO Findings | BOAE Reaction | Basis for BOAE Reaction

FEDERAL EXPENDITURES FOR PROGRAMS FOR PERSONS WITH SPECIAL NEEDS, FY 1965 TO FY 1973 (IN 000's)

	Total Expenditures Voc. Edu. Act of 1963	Expenditures Special Needs	Percent
FY 1965	$103,109	$ 346	0.34
FY 1966	193,270	1,853	0.96
FY 1967	225,865	3,559	1.58
FY 1968	230,420	6,167	2.68
FY 1969	227,527	7,884	3.47
(Vocational Education Amendments of 1968)			
FY 1970	265,812	63,761	24.0
FY 1971	317,083	85,691	27.0
FY 1972	370,133	101,465	27.3
FY 1973	387,664	109,550	28.7

During the period 1965 to 1969, enrollment in programs for persons with special needs increased from 25,638 to 143,420, but under the Vocational Education Amendments of 1968 increased to 920,603 in 1970, and up to 1,829,720 in 1973. While there has been some decrease in State and local matching funds for such programs (from 76.3 percent in 1969 to 63.6 percent in 1973), there is no evidence to indicate that this has been a negative influence.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
--Minimum percentage requirements not met.	Finding not justified.	The report maintained that a general failure existed among the States, presumably with the full knowledge of the BOAE, to meet both the 15 percent, Part B, 102(a) set-aside for the disadvantaged (21 State failures in FY 1970, 15 in FY 1971, 15 in FY 1972, and 14 in FY 1973) and the 10 percent set-aside for the handicapped (31 State failures in FY 1970, 13 in FY 1971, 18 in

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		FY 1972, and 14 in FY 1973). After reviewing these calculations, it became clear that the GAO Study Team had measured expenditures during a given single year against the Part B 102(a) appropriations for that year alone. However, the effect of the Tydings Amendment is, in most cases, to extend the expenditure of any single year's appropriations over two successive years. Taking this into account gives a much different result, as follows:

Type of Set-aside	Failures, by Fiscal Year*			
	1970	1971	1972	1973
Disadvantaged (15 percent)	2	2	1	NA
Handicapped (10 percent)	8	5	5	NA

* See Attachments I, II, and III.

In most of the above cases, extremely small amounts were involved (3 of the 5 disadvantaged cases involved less than $5,000 each; and 9 of the 18 handicapped cases fell within the same limit). All of these unexpended funds were returned to the United States Treasury. (See Attachment IV.)

Increased funding has not necessarily resulted in increased enrollment. (P. 17)	Finding based on inappropriate assumptions.	We do not see any validity in the assumption that enrollment growth should parallel or necessarily be equated with increased Federal funding. This is particularly questionable in a period of spiraling inflation. It is true that expenditures increased more rapidly than enrollment. Federal expenditures under Part B increased 70.4 percent while enrollment increased 51 percent during the period 1969 to 1973. Consideration must, however, be given to the type of programs being supported and the quality of such programs. The Vocational Education Amendments of 1968 focused attention on a number of new and redirected programs, many of which are more expensive than the traditional programs due to such factors as the intensity of the program, size of class, and equipment requirements.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		The following are examples of program shifts: - In 1964 the enrollment in agricultural production was 860,605, while in 1973 the enrollment decreased to 561,868 or a decrease of 34.7 percent. During the same time period, the enrollment in off-farm agricultural occupations, many with work experience components, increased from 0 to 365,723. - Enrollment in technical programs at the postsecondary level about doubled from 706,[illegible]65 in 1969 to 1,349,731 in 1973. - Enrollment of persons with special needs increased from 143,420 in 1969 to 1,829,720 in 1973, including 228,086 handicapped persons. - Enrollment in health occupations increased from 175,101 in 1969 to 421,075 in 1973. - Enrollment in home economics programs for gainful employment increased from 113,297 in 1969 to 322,696 in 1973. - Selected occupational programs with large percentage increases in enrollment:

GAO Findings	BOAE Reaction	Basis for BOAE Reaction	1970	1973
		Floristry	2,274	6,615
		Industrial marketing	7,080	12,543
		Recreation and tourism	3,202	17,689
		Radiologic technology	2,316	7,316
		Associate degree nurse	26,884	77,912
		Occupational therapy assistant	458	1,721
		Mental health technology	0	6,555
		Medical assistant	3,831	14,422
		Care and guidance of children	27,775	83,202
		Electromechanical technology	1,877	4,366
		Environmental control technology	2,035	6,603
		Police science technology	18,796	53,084
		Small engine repair	13,028	31,915
		Air pollution technology	0	763
		Electrical occupations	61,849	105,584
		Water and waste water technology	169	1,298
OE monitoring has been inadequate. (P. 18)	Finding not supported by facts.	We view the OE Federal role as one of primarily assisting the States to use the funds for the purposes specified in the Act rather than the various policing activities perceived by GAO. Our efforts are directed toward development of regulations and policies for administration of the Act and provision of leadership in focusing on national needs. Auditing of expenditures is a responsibility of the HEW Audit Agency. We assist, however, in determining proper understanding of programmatic matters and the justifiability of audit exceptions.		

GAO Findings	BOAE Reaction	Basis for **BOAE** Reaction
		Due to the severe limitation of staff, monitoring of State and local programs as envisioned by GAO is impossible. However, considerable review and analysis of statistical and fiscal data submitted on annual State reports is made and does indeed provide knowledge of the impact of Federal vocational funding.
		State plans are also carefully reviewed both at the Regional and Headquarters offices, not merely to verify that State plans contain statements of assurance, but to determine the extent to which the State's manpower and vocational needs are to be met. The State plan does require planning in relation to past performance, in that data are required for the current year, the planning year, and the fifth year.
		State annual descriptive reports also assess, at the end of the year, State performance in relation to the objectives set forth at the beginning of the year. (See Attachment V.) State Advisory Councils similarly, in their evaluations, assess accomplishments of planned objectives. (See Attachment VI.)

CHAPTER 3
HOW IS VOCATIONAL EDUCATION PLANNED?

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
State and local plans reflect compliance rather than planning. (P. 22)	Finding not supported by facts.	State plans are now recognized as valid planning instruments and serve as a basis for measuring program impact and proposing legislation. It must be recognized the present State plan consists of two parts: Part I is compliance, Part II is planning. Part I, administrative and fiscal policies, was developed in compliance with the law and is modified only when changes occur in State or Federal statutes or policies which require amendments. Part I does not have to be resubmitted annually. This part insures that the intent of Congress is carried out and also serves as a legal agreement between the states and the Federal Government. Part II is the annual and long-range plan. Prepared each year, it describes the State's goals, objectives and activities, and indicates the State's needs. These have been returned frequently to the States for substantial revision prior to final approval.
"State plans seldom have been returned for substantive revision." (P. 23)	Finding not supported by facts.	Region IV Region IV State plans were not disapproved because many hours of technical assistance were provided by the Regional Staff to States prior to official submission of State Plans. Region V The Minnesota State Plan was returned with a request by Region V program officers for clarification of 29 items. Many of these were of considerable substance, treating with program structures for adult, disadvantaged, and handicapped; program goals and objectives for elementary and secondary programs; and research and demonstration priorities. The Ohio State Plan was returned with 25 items needing clarification or revision.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		Region VI Region VI assured the GAO Team that, given the level of Regional staffing, past State plans had been given meaningful managerial reviews. Region IX The GAO Team was advised that, "California's State Plan has never been approved since 1967 without obtaining substantive modifications." Region X Numerous conferences and phone conversations were held with the State Departments of Education of Alaska, Idaho, Oregon, and Washington. In most cases, the plans of these States required substantial revision before approval could be given. In the proposed USOE legislation there will be even more flexibility to permit each State to develop its own plan to meet its own needs, but in context with the national priorities defined by the Commissioner.
Systematic ongoing assessment of needs does not take place. (P. 24)	Finding not justified.	Although the statement is an over generalization, we agree the process needs to be improved. However, the word "systematic" is both indeterminate and prejudical. To the best of our knowledge, there is no "systematic" needs assessment in any other area of education--even those with far greater levels of funding than vocational education. The Act requires local applications to spell out the needs of each community. This is verifiable by records of the respective LEAs. These reflect cooperation with local Public Employment Security Offices. The VEA of '68 requires the establishment of a Presidentially appointed National Advisory Council to review annually the needs for Vocational Education and make recommendations to the Commissioner. State Advisory Councils also serve State Boards of Education in a similar capacity.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		Although the 1968 Act no longer requires them, local advisory and craft committees are utilized in helping determine the needs of the community in addition to other sources of data such as Chambers of Commerce; Department of Labor, Employment Security Agency; economic development groups, etc. Many school districts in the States are involved in Career Education and exploration which aid in occupational choice at the secondary level. The State Advisory Councils for Vocational Education provides annual reports on continuing assessments.
Multiple jurisdictions operate in virtual isolation. (P. 25)	Finding not supported by facts.	The vocational programs of the country are conducted by autonomous local educational agencies. Federal monies constitute an average of about 17% of total State vocational expenditures. The historical background of each local and State educational agency determines its planning methods. While the U.S. Office of Education has identified a common data base for reporting purposes, it is in no position to impose organizational patterns and planning procedures. Federal regulations require detailed State and local plans, but in most instances there is, by custom, insufficient cooperative planning.
National Level "(GAO) was told ... lack of coordinated planning within BOAE inhibited the use of (MDTA approaches) to improve vocational education." (P. 26)	Finding based on inappropriate assumptions.	At the time of the GAO study, BOAE had been in existence less than one year. While this fact is an obvious constraint to the newly created BOAE's coordinated planning, GAO overlooked the fact that many of the very MDTA skill centers alluded to were organized, staffed, and operated by area vocational-technical schools or SEAs supported by the former Bureau of Adult and Vocational-Technical Education. Further, GAO appears unable to differentiate between the goals and objectives of manpower training and those of vocational education.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
State Level There is a general lack of coordinated planning between secondary and post-secondary programs. (P. 27)	Agree	In most states, especially those with bifurcated (secondary-post-secondary) educational authorities, divergent educational philosophies inhibit comprehensive planning.
Local Level There is insufficient local planning among contiguous LEA's. (P. 29)	Finding based on inappropriate assumption.	In voicing its concern about the lack of lateral planning at the local level and the possibility of redundant programs resulting in an oversupply of workers in particular occupations, GAO fails utterly to account for the "common sense" factor of the trainees. The economic acumen of the American Worker has considerable influence on the viability of occupational programs.
Advisory Council evaluations are limited. (P. 30)	Agree	The appointment of Advisory Councils, in conformity with the categories specified by the Act, is the sole prerogative of the respective States. BOAE has met in workshop settings with representatives of all State Advisory Councils to offer advice and counseling in comprehensive statewide planning. However, such councils are autonomous and are, therefore, to a considerable extent beyond the influence of the Office of Education. Many councils from States with small populations receive so small a budget that they must operate at a bare subsistence level. In 28 States, the total resources were limited to $28,000 in FY '70 and $35,265 for FY '74. The finding is consistent with our recommendation for full funding for State Advisory Councils.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
(Implied criticism on make-up of State Advisory Councils) (P. 30)	Finding based on inappropriate assumptions.	All State Advisory Councils meet the requirements of the Act as to the constituencies represented thereon.
Data for evaluation is inadequate or unutilized. (P. 32)	Finding not justified.	Much still remains to be done in establishing a broad-base data collection system applicable to all 50 States and the territories, and OE has initiated two major studies aimed at the design of such a management information system. The application of such a system, however, will entail a considerable increase in administrative costs at the State level. And it is of just such costs that other section of the GAO report are critical.
Inadequate Data (P. 33)	Finding not supported by facts.	OE is cooperating with the Bureau of Labor Statistics and the State ployment Security Agency in the development of manpower data and job opportunities. Last year, one of the major priorities under Part C was manpower utilization.
Underutilized Data (P. 34)	Finding not supported by facts.	All contracted studies have been placed in ERIC. Reports from States are frequently compiled and utilized by researchers together with State and local planners. Such data are used to demonstrate compliance and identify areas of unexpended funds in such areas as disadvantaged and handicapped and other set-asides. By this process corrective action can be taken. Each year comprehensive planning workshops are held with State personnel. These sessions include the techniques of data collection.

CHAPTER 4
HOW ARE FEDERAL VOCATIONAL EDUCATION FUNDS DISTRIBUTED?

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
VEA specifies criteria for distribution of Part B funds. (P. 37)	Agree	The VEA does specify under Sec. 123(b) the general criteria which States must use in determining their policies and procedures for distributing Federal Part B funds to LEAs.
State distribution practices.... --no guidance given by OE regarding relative importance of funding criteria (P. 38; P. 39)	Finding based on inappropriate assumptions.	The report makes the implicit assumption that OE's role is one of prescribing in great detail exactly how VEA's basic funding criteria will be applied in each State. The report assumes that precise, uniform and standard funding procedures and policies must be prescribed by OE and followed exactly by the States. However, while the VEA contains four basic funding criteria, it does not mention a priority order in which the criteria must be applied uniformly by each State. OE has seen its role as a broader one of assisting the States to apply the VEA's funding criteria within the context of their respective state laws, school financial systems, and regulations and policies. Therefore, within the State Plan Guide (revised 1/11/73) there are sections (3.26 to 3.27--pp. 13 to 15) which explain that the States shall describe in their State plan their procedures for determining the relative priority of local applications and relative need. There is even an example in the Guide of how the States might do this. We have no evidence that a given formula in one State is more effective than one in another State. More importantly, GAO presents no such evidence either. Moreover, since the passage and implementation of VEA, the HEW Audit Agency has never raised the question of a mandated requirement for OE to issue a standard method of determining relative funding needs in each State.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
--distribution process provided little assurance that Federal funds were targeted to areas of highest need or to areas maximizing program impact. (P. 39)	Finding not supported by facts.	Reports from States do not support this charge. The steady increase in enrollment, number of program offerings, , number of schools offering programs, number of persons with special needs served, and State and local financial support all attest to the impact of Federal funds.
Funds are distributed to all LEAs rather than concentrating funds in selected LEAs with high needs. (P. 39)	Finding based on inappropriate assumptions.	The implicit assumption is made in the report that it is illegal for the States to distribute Federal funds widely throughout their respective States rather than concentrating on literally a few LEAs which are in greatest economic need of extra funds. Moreover, the assumption is made that the only permissible interpretation of VEA is a literal one whereby the four funding criteria are applied verbat each and every time a State distributes Federal vocational funds to a LEA. However, the Act provides that Part B funds be used to maintain, exte and improve existing programs and to develop new programs so that persons of all ages in all communities of the State will have ready access to vocational training. Accordingly, each local educational agency which shows a need for vocational programs on its application must be given consideration when allocating funds. It is difficult to conceive of a local community which literally has no need for vocational education. States have been able to use the four funding criteria along with additional criteria to determine the relative need of LEAs. One example among the States surveyed by GAO is Ohio which reimburses LEAs for postsecondary and adult education at differentiated rates based on need.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Funds are distributed to LEAs without adequately identifying relative needs among LEAs. (P. 41)	Finding not supported by facts.	The assumption is again made in the report that the criterion to consider the relative need of each school district must be applied in absolute terms when, in fact, it is one of four basic factors which must be considered. We agree that relative need must be a serious and fundamental element considered when State education agencies determine the distribution of Federal vocational funds. But contrary to the implied assumption of the GAO report, the VEA does not specify that this factor be given the highest priority in allocating Part B funds to the States.
-- Distributing disadvantaged and handicapped funds without identifying need (P. 42)	Finding not justified.	The report again does not define what it considers "adequate" consideration of the relative need of each LEA for special services for disadvantaged and handicapped students. The report makes the implicit assumption that the relative need of various LEAs within a State for special services is not being considered in accordance with the VEA funding criteria if all or most of the LEAs receive a portion of the Part B set-asides for the disadvantaged and the handicapped.
-- Distributing funds to existing projects without regard to areas with no projects (P. 43)	Finding not justified.	This allegation assumes that all LEAs not receiving Part B set-asides funds are in greater need than those receiving such funds. The report also implies that area planning units or LEAs planning cooperatively are unaware of the relative needs within their area concerning disadvantaged and handicapped students. The report also neglects to consider that the State Agency or area planning units may also be considering other sources of funding for disadvantaged or handicapped students such as the Appalachian Regional Commission or Vocational Rehabilitation funds.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Funds are distributed without considering relative ability of LEAs to provide their own resources. (P. 43)	Finding not justified.	The assumption is made that all States can and will use the four funding criteria in an absolute manner. However, the States apply these criteria in a context of State laws, financing systems, and regulations which sometimes hinders the application of the individual criterion in a perfectly equitable manner. Moreover, the Headquarters staff have worked in cooperation with Regional staff to assist States in revising their State formulas to identify and consider the relative ability of each locality within the State to provide resources for financing a program of quality education. (An example is a July 18, 1974 letter to Mr. Smallwood in Region III from George Orr, Director of Vocational Education in Virginia which discusses meetings held to assist Virginia in revising its Federal distribution formula.)
-- Distributing funds on reimbursement basis presents difficulties for LEAs with scarce cash resources. (P. 45)	Agree	Reimbursement for expenditures has been a problem in some localities. We will recommend that forward funding be included in the new legislative proposal.

CHAPTER 5
HOW ARE TRAINING RESOURCES USED?

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Factors limiting use of existing resources. (P. 48)	Finding based on inappropriate assumptions.	While the Act promotes the cooperative use of nonpublic facilities and other resources within the community, the implementation of this provision by State and local agencies is not mandatory to the extent implied by GAO.
Schools only consider their own facilities. (P. 49)	Finding not justified.	Such a statement is misleading since excellent examples of utilization of other facilities are included by GAO in this Chapter. However, we do agree that only eleven States have used the provisions for contracting instructional services from other available and private training resources. This number should increase and all States are given assistance and encouragement when needed in utilizing all resources available to provide vocational and technical education. While the barriers to utilization of other resources are numerous and difficult to overcome, promising examples are documented in the approximately 1.5 million vocational students now participating in work experience programs, in businesses, industries, hospitals, on farms and in other community facilities.
Training resources have not been inventoried. (P. 52)	Agree	We would agree that more concern should be given to the identification of possible resources for providing programs of Vocational and Technical Education. However, it must be pointed out that while inventories of training resources in a community may serve a useful purpose as a planning mechanism, they do not in and of themselves improve the delivery or effectiveness of vocational education services unless specific arrangements can be made for their utilization to carry out the vocational objective of preparation for employment.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		Barriers to the utilization of many training resources prohibit their utilization by secondary and, in many instances, postsecondary students. The lack of available time during the day, specialized training objectives and equipment for armed force units, and disruption in training schedules are common barriers that must be overcome in the utilization of community resources for vocational education.
Costs have not been analyzed on a comparative basis. (P. 54)	Agree	There have been several vocational education research studies on the analysis of comparative costs, however, these have been limited in scope. Most local Boards of Education perform a comparative analysis of costs in the preparation of their budgets, analyses of tax situations, etc. While the use of training stations in a cooperative setting may have cost advantages over a classroom or laboratory situation, these are limited and therefore alternative training stations must be developed.
Program scheduling has not been flexible. (P. 58)	Agree	We agree that program scheduling has not been as flexible as desired. However, we must point out that traditional scheduling is typical at all levels of general education, elementary, secondary, and postsecondary. While programs of vocational education must operate within the framework of the general education program, innovations and changes have resulted in vocational programs pioneering in flexible educational program scheduling. The development of area vocational schools serving students from two or more institutions; work experience programs, where the student spends part of the day, a week, or a semester in the school and an equivalent period of time in a business, industry or hospital; and use of the facility during the day, evenings, and summer months are examples of flexible scheduling that would be found in many States.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Transportation has often not been provided. (P. 59)	Finding not supported by facts.	The isolated examples of transportation problems listed by GAO would not justify this finding. We would agree that transporation has not always been provided for vocational students, especially at the post-secondary and adult levels. However, States have demonstrated that they are providing transportation for most of the secondary students within the capabilities of State laws and fiscal resources. When the schools fiscal resources are limited, transportation may only be provided for students who cannot provide their own transportation. State laws in many States prohibit the transportation of students 21 years of age or over, or for those enrolled in postsecondary and adult education programs regardless of age.
Construction of new school facilities has been favored. (P. 61)	Findings not justified.	It should be pointed out that the construction of new school facilities was essential to the expansion of programs of vocational education. The use of Federal dollars for basic construction has provided catalytic action in attracting State and local funds for program operation. Construction of vocational facilities is undertaken only after a thorough survey of the State's training needs, the number of training stations that will be required, and the occupations that should be provided for. Local Boards of Education must request and approve the construction of facilities and the people approve a bond issue to fund the local share of the facility. Even though 1,204 construction projects have been approved since 1970, and the number of States using Federal funds for construction has decreased slightly, the Federal dollars expended for construction projects have decreased from $51,487,000 in FY 1971 to $35,423,000 in FY 1973.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Sources of equipment and supplies have not been fully explored. (P. 62)	Finding not supported by facts.	It has long been recognized by school administrators that directors and instructors of vocational education have been the most avid pursuers of equipment and supplies from all available sources. These efforts have resulted in maximum use of excess, surplus, National Industrial Equipment Reserve programs (while available), and from business and industry. We would call attention to the fact that vocational education was excluded from Excess Property Programs in early 1972 by H.E.W. Regulations, more than a year before the G.A.O. investigations were carried out. It is difficult to understand the emphasis on this finding by GAO in view of the examples found of equipment and supplies secured from sources other than purchases. It is a recognized fact that equipment and supplies, regardless of their source, must be provided to assure quality instructional programs to prepare students for employment.
Other obstacles have limited full use. (P. 64)	Agree	We agree that there are "obstacles" in every State that limit the full utilization of educational and vocational facilities. While the States are aware of these "obstacles" listed, such as union requirements, teacher certification, contracting with private schools, counseling, and building standards, they are not common to all States and workable solutions now exist or are under consideration. Other "obstacles" cited may not be obstacles but State requirements designed to protect the safety of students and assure quality training programs.

CHAPTER 6
IS TRAINING RELATED TO EMPLOYMENT?

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Student enrollments have not been aligned with employment opportunities. (P. 69)	Finding not supported by facts.	The data quoted pertaining to enrollment increases in home economics indicate that evaluators were not considering or aware of the provisions of the Act which authorizes a separate appropriation and program purpose for Consumer and Homemaking Education. These data do not reflect training programs for employment. Another criticism was leveled at low enrollments in health occupations at the secondary levels. Most of these occupations are licensure programs and require high school graduation or equivalency for enrollment. These occupations requiring licensure must be offered at the postsecondary level. A comparison of ten randomly selected occupational projections from the Department of Labor publication, "Occupational Manpower and Training Needs" and enrollments in vocational education show that growth in enrollments are compatable and are aligned with the projected occupational needs for 1980. (See Attachment VII.) An examination of the occupations listed in this publication by OE codes and the enrollments in the 1968 and 1972 vocational annual report showed that this finding is not valid and does not justify the finding, nor report the facts available pertaining to vocational enrollments.
Ratio of Completions to enrollments has been low. (P. 71)	Finding not justified.	This type of calculation, based unfortunately on the only kind of data which is generally available, always produces a low ratio. For example, if all three classes in a three-year vocational high school are aggregated and then compared to the number of graduates from the senior class, this will give a much lower ratio than the comparison of these same graduates with the number of that class which originally enrolled in the program. This type of cohort analysis is difficult and costly, because of enrollment additions and transfers during a class' entire history. In addition, it should be noted that a "non-completion" in a

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		vocational program often cannot be interpreted in like manner as a "dropout" from an academic program. A significant number of vocational students do not immediately complete their programs because they have already learned enough skills to earn wages which may be urgently required by their families. These "school-leavers" are productive members of society. Once again, data are difficult to obtain regarding the number of these students who later add to their skills through post-graduate or Adult Trade Extension programs.

Data for Fiscal Year 1973 showed:

Total Enrollment	Preparatory Enrollment	Percentage of Total Enrollment	No. of Completions	Percentage of Prep. Enrollment
12,072,445	5,890,733	48.8	1,896,272	32.2

This table indicates that 5,890,733 are enrolled in programs preparin for gainful employment. This figure was derived by excluding from th total enrollment, the enrollment in Consumer and Homemaking, Pre-vocational and Supplementary Adult and Apprenticeship programs.

As indicated, the completion percentage does not reflect the fact that approximately two-thirds of the preparatory enrollment are in a 2 to 4 year program.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Students may not be employed in fields for which trained. (P. 72)	Agree	The capability of State Divisions of Vocational Education to place and follow-up students, and to obtain placement data and success in the job where employed, has limited the data available in this area. Promising techniques are now being tested in such States as New York, Massachusetts, and California which show promise of providing better data. As more schools provide job placement services and occupational counseling, the placement record will improve.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
Practices limit relevancy of vocational programs. (P. 72)	Finding not supported by facts.	The GAO Report indicates that present practices limit the relevancy of vocational education and identify practices listed below that are typically lacking in States. It must be recognized that differences exist, but a comparison of accomplishments with poor practices identified would not justify the blanket statement included in the report.
Labor market needs have been neither fully nor realistically assessed. (P. 73)	Agree	This finding has been discussed in Chapter II findings. Securing valid data is a development process and not fully implemented at the present time. But States are utilizing the available data as reflected in the changes and improvement in the State plans.
Manpower data is unavailable or not utilized. (P. 73)	Finding not justified.	Statements included in the report would not justify the GAO finding. We must agree that more and better data are needed, but an examination of the 56 State plans will show that data are available and utilized to develop the annual and long-range State plan. Local data are also available and utilized in the development of local plans on file in State Departments of Vocational Education.
Funds have not been used for planning data. (P. 76)	Finding not supported by facts.	We agree that more resources must be made available to secure the essential planning data needed at the State and local levels. However States have utilized Part B and C funds to secure better manpower data for planning. Good examples of States making such expenditures are Kentucky, New York, Texas, Arizona, and Florida. Research priorities for funds available under Part C in FY 1975 include State and Local Management Systems for planning.
Work experience often has not been an integral component of vocational curriculum. (P. 77)	Finding not justified	Occupational training must be realistic and meet the needs of prospective employers. The work experience part of the training may be provided in a simulated work-laboratory or shop, or in a business or industry.

GAO Findings	BOAE Reaction	Basis for BOAE Reaction
		Work experience is an integral part of many vocational education programs. All agriculture students must participate in actual farm experience or placement in agribusiness.
		Health programs provide clinical experiences in participating hospitals and health facilities. Distribution and marketing, business and office, trade and industrial, and technical programs provide work experience through cooperative education programs.
		While business and industries are interested in cooperating with schools in work experience for vocational students, the fact remains that not nearly enough work stations can be provided to meet the needs of all students due to production schedules, location of businesses, and work schedules.
		Attachment VIII shows the number of students involved in work experience programs and would indicate that work experience is an integral component of the vocational curriculum, but is not a mandatory requirement.

ATTACHMENT 1

FISCAL YEAR 1970 - ALLOTMENTS & EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal Year 1970 Part B Allotment	15% of Allotment for Disadvantaged	Expended for Disadvantaged FY '70	Expended for Disadvantaged FY '71	% of Allotment *	Do Un
Alabama	$ 6,850,464	$ 1,027,570	$ 1,027,570	--	15.0	[illegible]
Alaska	403,555	60,533	238,098	--	59.0	[illegible]
Arizona	2,947,567	442,135	305,205	136,935	15.0	[illegible]
Arkansas	3,693,674	554,051	855,083	--	23.1	[illegible]
California	23,903,359	3,585,504	3,585,504	40,319	15.2	[illegible]
Colorado	3,293,775	494,066	443,186	50,880	15.0	[illegible]
Connecticut	3,402,846	510,427	445,536	65,764	15.0	[illegible]
Delaware	653,224	97,984	104,081	--	15.9	[illegible]
District of Columbia	826,189	122,928	124,000	244,206	15.0	[illegible]
Florida	9,767,350	1,465,103	1,225,016	262,210	15.0	[illegible]
Georgia	8,907,572	1,336,136	1,224,905	262,210	15.7	[illegible]
Hawaii	1,281,603	192,240	136,337	68,614	16.0	[illegible]
Idaho	1,348,046	202,207	119,183	83,204	15.0	[illegible]
Illinois	12,769,779	1,915,467	3,314,003	--	26.0	[illegible]
Indiana	7,431,298	1,114,695	1,114,694	--	15.0	[illegible]
Iowa	4,198,015	629,702	268,340	361,362	15.0	[illegible]
Kansas	3,598,952	539,843	472,917	68,480	15.0	[illegible]
Kentucky	6,212,161	931,824	451,468	480,352	14.9	[illegible]
Louisiana	7,067,294	1,060,094	1,100,735	116,282	17.2	[illegible]
Maine	1,714,714	257,207	257,207	--	15.0	[illegible]
Maryland	2,241,633	786,252	573,166	480,710	20.1	[illegible]
Massachusetts	6,866,845	1,030,027	144,775	885,252	15.0	[illegible]
Michigan	12,038,767	1,805,815	1,805,815	--	15.0	[illegible]
Minnesota	5,683,713	852,557	687,917	164,640	15.0	[illegible]
Mississippi	4,712,410	706,862	713,025	1,858	15.2	[illegible]

ATTACHMENT I (P. 2)

State	Fiscal Year 1970 Part B Allotment	15% of Allotment for Disadvantaged	Expended for Disadvantaged FY '70	FY '71	% of Allotment*	Dollars Unexpe
Missouri	7,028,458	1,054,269	655,707	446,825	15.0	-0-
Montana	1,233,991	135,099	186,506	64,566	20.3	-0-
Nebraska	2,227,091	334,064	137,533	196,531	15.0	-0-
Nevada	529,448	79,417	83,028	8,913	17.4	-0-
New Hampshire	1,058,551	158,783	34,552	124,231	15.0	-0-
New Jersey	8,543,798	1,281,570	1,201,183	111,776	15.4	-0-
New Mexico	1,947,460	292,119	292,119	--	15.0	-0-
New York	20,730,525	3,109,579	3,367,466	835,663	20.3	-0-
North Carolina	10,730,525	1,528,513	1,311,222	217,291	15.0	-0-
North Dakota	1,207,190	181,079	88,593	92,485	15.0	-0-
Ohio	15,503,686	2,325,553	1,822,629	502,924	15.0	-0-
Oklahoma	4,541,401	681,210	966,801	--	21.3	-0-
Oregon	3,138,872	470,831	420,584	57,006	15.2	-0-
Pennsylvania	17,080,756	2,562,113	2,754,392	74,409	16.6	-0-
Rhode Island	1,294,166	194,125	23,768	170,357	15.0	-0-
South Carolina	5,581,203	837,180	794,448	128,334	16.5	-0-
South Dakota	1,228,372	184,256	169,611	14,645	15.0	-0-
Tennessee	7,311,487	1,096,723	1,554,856	--	21.3	-0-
Texas	19,648,794	2,947,319	2,040,939	758,579	14.2	$1[illegible]
Utah	1,926,493	288,974	288,974	--	15.0	-0-
Vermont	718,373	107,756	86,045	21,711	15.0	-0-
Virginia	8,325,655	1,248,848	822,280	426,568	15.0	-0-
Washington	4,779,695	716,954	591,245	356,394	19.8	-0-
West Virginia	3,544,340	531,651	529,335	2,355	15.0	-0-
Wisconsin	6,327,757	949,164	911,506	58,880	15.3	-0-
Wyoming	544,453	81,668	81,668	--	15.0	-0-
American Samoa	68,160	10,224	--	51,120	75.0	-0-
Guam	254,854	38,228	38,230	--	15.0	-0-
Puerto Rico	5,714,116	857,117	696,513	160,604	15.0	-0-
Trust Territory	172,927	25,939	--	25,939	15.0	-0-
Virgin Islands	107,338	16,101	--	20,623	19.2	-0-

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

FISCAL YEAR 1971 - ALLOTMENTS & EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal Year 1971 Part B Allotment	15% of Allotment for Disadvantaged	Expended for Disadvantaged FY '71	Expended for Disadvantaged FY '72	% of Allotment	Dol Un
Alabama	$ 7,168,270	$ 1,075,241	$ 996,991	298,200	18.1	--
Alaska	422,312	63,347	63,347	--	15.0	--
Arizona	3,084,298	462,645	450,737	35,267	15.8	--
Arkansas	3,864,985	579,748	957,243	--	24.8	--
California	25,010,505	3,751,576	3,490,433	317,724	15.2	--
Colorado	3,446,489	516,973	418,447	98,526	15.0	--
Connecticut	3,560,314	534,047	381,789	159,663	15.2	--
Delaware	683,489	102,523	[illegible]02,523	--	15.0	--
District of Columbia	864,342	129,651	[illegible].652	--	15.0	--
Florida	10,219,726	1,532,959	[illegible]	671,774	22.0	--
Georgia	9,320,803	1,398,120	1,504,43[illegible]	1,688,268	34.3	--
Hawaii	1,341,119	201,168	120,5[illegible]	8[illegible],650	15.0	--
Idaho	1,410,598	211,590	52,925	15[illegible],663	15.0	--
Illinois	13,360,897	2,004,135	3,905,401	--	29.2	--
Indiana	7,775,608	1,166,341	1,223,195	--	15.7	--
Iowa	4,392,605	658,891	121,503	537,387	15.0	--
Kansas	3,765,756	564,863	333,945	230,918	15.0	--
Kentucky	6,500,330	975,050	491,376	483,673	15.0	--
Louisiana	7,463,301	1,119,495	1,144,150	7,450	15.4	--
Maine	1,794,206	269,131	257,060	12,071	15.0	--
Maryland	5,484,600	822,690	541,136	191,960	13.4	$8
Massachusetts	7,184,686	1,077,703	154,469	923,234	15.0	--
Michigan	12,596,706	1,889,506	1,889,506	--	15.0	--
Minnesota	5,947,246	892,087	958,502	28,534	16.6	--
Mississippi	4,931,282	739,692	783,877	--	15.9	--

FISCAL YEAR 1972 - ALLOTMENTS & EXPENDITURES FOR DISADVANTAGED PROGRAMS

State	Fiscal Year 1972 Part B Allotment	15% of Allotment for Disadvantaged	Expended for Disadvantaged FY '72	Expended for Disadvantaged FY '73	% of Allotment *	Un Ca. Ro
Alabama	$ 8,406,817	$ 1,251,023	$ 937,861	287,162	15.0	--
Alaska	513,457	77,019	82,019	--	16.0	--
Arizona	3,643,135	546,470	507,563	65,963	15.7	--
Arkansas	4,545,544	681,832	1,027,859	--	22.6	--
California	30,091,972	4,513,796	4,170,434	364,857	15.0	--
Colorado	4,221,389	633,208	503,385	229,220	17.4	--
Connecticut	4,231,961	634,794	250,164	770,933	24.1	--
Delaware	859,085	128,863	128,863	--	15.0	--
District of Columbia	1,010,762	151,614	160,043	--	15.9	--
Florida	11,965,538	1,794,831	1,875,317	826,335	22.6	--
Georgia	10,903,070	1,635,461	1,222,730	412,731	15.0	--
Hawaii	1,580,477	237,072	159,468	86,243	15.5	--
Idaho	1,740,254	261,038	27,326	233,712	15.0	--
Illinois	16,325,716	2,448,857	5,158,926	--	31.6	--
Indiana	9,511,708	1,426,756	1,426,756	--	15.0	--
Iowa	5,499,107	824,866	306,692	518,184	15.0	--
Kansas	4,649,365	697,405	50,214	647,191	15.0	--
Kentucky	7,623,109	1,143,466	420,059	723,407	15.0	--
Louisiana	8,872,840	1,330,926	1,841,649	231,948	23.4	--
Maine	2,116,508	317,476	312,960	4,517	15.0	--
Maryland	6,453,773	968,066	599,727	359,001	15.4	--
Massachusetts	8,279,060	1,241,859	150,570	1,135,234	15.5	--
Michigan	15,312,930	2,296,940	462,515	1,834,866	15.0	--
Minnesota	7,139,138	1,070,871	1,216,413	14,955	17.2	--
Mississippi	5,804,180	870,627	894,138	--	15.4	--

ACTUAL [illegible]

State	Fiscal Year 1972 Part b Allotment	15% of Allotment for Disadvantaged	Expended for Disadvantaged FY '72	Expended for Disadvantaged FY '73	% of Allot- ment*	Unexpended Balance Returned
Missouri	$ 8,841,073	$ 1,326,161	$ 744,326	581,835	15.0	-0-
Montana	1,554,098	233,115	241,410	--	15.5	-0-
Nebraska	2,784,937	417,741	117,691	300,050	15.0	-0-
Nevada	675,996	101,399	174,290	--	25.8	-0-
New Hampshire	1,332,469	199,870	175,754	76,371	18.9	-0-
New Jersey	10,837,793	1,625,669	1,776,248	--	16.4	-0-
New Mexico	2,467,331	370,100	378,648	--	15.3	-0-
New York	25,221,934	3,783,290	4,439,478	--	17.6	-0-
North Carolina	12,568,871	1,885,331	1,895,331	150,983	16.2	-0-
North Dakota	1,502,485	225,373	162,474	62,899	15.0	-0-
Ohio	19,605,737	2,940,851	2,118,392	822,469	15.0	-0-
Oklahoma	5,652,065	847,810	1,170,219	--	20.7	-0-
Oregon	4,029,962	604,494	615,786	--	15.3	-0-
Pennsylvania	21,175,458	3,176,319	3,782,133	314,800	19.3	-0-
Rhode Island	1,560,246	234,037	818	233,219	15.0	-0-
South Carolina	6,892,676	1,033,901	785,029	248,925	15.0	-0-
South Dakota	1,518,034	227,705	311,966	--	20.6	-0-
Tennessee	9,093,331	1,364,000	1,514,471	--	16.7	-0-
Texas	24,662,653	3,699,398	290,230	3,411,509	15.0	-0-
Utah	2,457,750	368,663	365,547	3,116	15.0	-0-
Vermont	886,283	132,663	77,896	55,046	15.0	-0-
Virginia	10,311,628	1,546,744	1,170,748	375,996	15.0	-0-
Washington	6,213,164	931,975	1,095,749	--	17.6	-0-
West Virginia	4,277,862	641,679	427,734	213,946	15.0	-0-
Wisconsin	7,965,778	1,194,867	987,034	209,756	15.0	-0-
Wyoming	701,150	105,173	75,555	35,961	15.9	-0-
American Samoa	82,760	12,414	40,396	--	48.9	-0-
Guam	308,980	46,347	46,347	--	15.0	-0-
Puerto Rico	6,942,371	1,041,356	1,392,532	--	20.1	-0-
Trust Territory	210,284	31,543	7,252	24,197	14.9	$94
Virgin Islands	130,312	19,547	NA	NA	NA	NA

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

ATTACHMENT II (P. 1)

FISCAL YEAR 1970 - ALLOTMENTS & EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal Year 1970 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped FY '70	Expended for Handicapped FY '71	% of Allot- ment*	Doll Une
Alabama	$ 6,850,464	$ 685,046	$ 303,049	381,997	10.0	-0-
Alaska	403,555	40,356	46,356	--	11.5	-0-
Arizona	2,947,567	294,757	206,591	88,169	10.0	-0-
Arkansas	3,693,674	369,367	328,878	43,905	10.1	-0-
California	23,903,359	2,390,335	2,390,336	26,879	10.1	-0-
Colorado	3,293,775	329,378	264,374	65,004	10.0	-0-
Connecticut	3,402,846	340,285	63,951	278,404	10.1	-0-
Delaware	653,224	65,322	59,133	12,700	10.9	-0-
District of Columbia	826,189	82,619	49,597	29,185	9.5	$ [illegible],
Florida	9,767,350	976,735	530,629	363,652	9.2	82,
Georgia	8,907,572	890,757	673,395	277,499	10.7	-0-
Hawaii	1,281,603	128,160	96,564	31,596	10.0	-0-
Idaho	1,348,046	134,805	25,277	107,223	9.9	2,
Illinois	12,769,779	1,276,978	1,292,604	--	10.1	-0-
Indiana	7,431,298	743,130	743,129	--	10.0	-0-
Iowa	4,198,015	419,802	299,079	120,722	10.0	-0-
Kansas	3,598,952	395,895	172,860	187,139	10.0	[illegible]
Kentucky	6,212,161	621,216	298,079	323,136	10.0	[illegible]
Louisiana	7,067,294	706,729	264,618	459,074	10.2	-0-
Maine	1,714,714	171,471	156,512	19,489	10.3	-0-
Maryland	2,241,683	524,168	429,948	240,753	12.8	-0-
Massachusetts	6,866,845	686,685	--	686,684	10.0	-0-
Michigan	12,038,767	1,203,877	1,203,877	--	10.0	-0-
Minnesota	5,683,713	568,371	556,876	11,495	10.0	-0-
Mississippi	4,712,410	471,241	443,175	28,066	10.0	-0-

ATTACHMENT II (P. 2)

State	Fiscal Year 1970 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped		% of Allot-ment *	Dollars Unexpen
			FY '70	FY '71		
Missouri	$ 7,028,458	$ 702,846	$ 140,676	562,170	15.0	-0-
Montana	1,233,991	123,399	131,895	8,762	11.4	-0-
Nebraska	2,227,091	222,709	21,803	190,575	9.9	$331
Nevada	529,448	52,945	49,502	5,323	10.4	-0-
New Hampshire	1,058,551	105,855	4,375	101,480	10.0	-0-
New Jersey	8,543,798	854,380	830,134	24,384	10.0	-0-
New Mexico	1,947,460	194,746	194,746	--	10.0	-0-
New York	20,730,525	2,073,053	1,202,085	870,968	10.0	-0-
North Carolina	10,190,085	1,019,009	508,832	510,177	10.0	-0-
North Dakota	1,207,190	120,719	15,647	105,072	10.0	-0-
Ohio	15,503,686	1,550,369	827,544	722,825	10.0	-0-
Oklahoma	4,541,401	454,140	284,565	169,575	10.0	-0-
Oregon	3,138,872	313,887	274,375	41,681	10.0	-0-
Pennsylvania	17,080,756	1,708,076	1,640,168	183,811	10.7	-0-
Rhode Island	1,294,166	129,417	20,136	109,281	10.0	-0-
South Carolina	5,581,203	558,120	470,687	150,229	11.1	-0-
South Dakota	1,228,372	122,837	42,997	64,150	8.7	15,0
Tennessee	7,311,487	731,149	637,386	102,597	10.1	-0-
Texas	19,648,794	1,964,879	1,344,240	530,133	9.5	90,5
Utah	1,926,493	192,649	212,130	--	11.0	-0-
Vermont	718,373	71,837	72,223	--	10.0	-0-
Virginia	8,325,655	832,566	245,761	399,051	7.7	187,75
Washington	4,779,695	477,970	405,863	243,605	13.6	-0-
West Virginia	3,544,340	354,434	171,355	183,079	10.0	-0-
Wisconsin	6,327,757	632,776	579,756	53,007	11.0	-0-
Wyoming	544,453	54,445	54,595	--	10.0	-0-
American Samoa	68,160	6,816	--	6,816	10.0	-0-
Guam	254,854	25,485	25,485	--	10.0	-0-
Puerto Rico	5,714,116	571,412	212,804	358,608	10.0	-0-
Trust Territory	172,927	17,293	--	15,771	9.1	1,5
Virgin Islands	107,338	10,734	--	10,734	10.0	-0-

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

ATTACHMENT [illegible] 3)

FISCAL YEAR 1971 - ALLOTMENTS & EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal Year 1971 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped FY '71	Expended for Handicapped FY '72	% of Allotment	Do Un
Alabama	$ 7,160,270	$ 716,827	$ 579,510	198,800	10.9	--
Alaska	422,312	42,231	42,232	--	10.0	--
Arizona	3,084,299	308,430	276,704	42,144	10.3	--
Arkansas	3,864,985	386,498	428,310	--	11.1	--
California	25,010,505	2,501,051	2,374,723	212,217	10.3	--
Colorado	3,446,489	344,649	356,094	--	10.3	--
Connecticut	3,560,314	356,031	232,247	134,091	10.3	--
Delaware	683,489	68,349	68,349	--	10.0	--
District of Columbia	864,342	86,434	48,347	38,067	10.0	--
Florida	10,219,726	1,021,973	867,873	299,017	11.4	--
Georgia	9,320,803	932,080	647,885	909,066	16.7	--
Hawaii	1,341,119	134,112	86,602	47,510	10.0	--
Idaho	1,410,598	141,060	--	141,060	10.0	--
Illinois	13,360,897	1,336,090	1,361,443	--	10.2	--
Indiana	7,775,608	777,561	812,521	--	10.4	--
Iowa	4,392,605	439,261	361,517	87,494	10.2	--
Kansas	3,765,756	376,576	184,697	191,879	10.0	--
Kentucky	6,500,330	650,033	222,515	428,836	10.0	--
Louisiana	7,463,301	746,330	--	722,552	9.7	52
Maine	1,794,206	179,421	159,931	19,490	10.0	--
Maryland	5,484,600	548,460	395,499	98,233	9.0	5
Massachusetts	7,184,686	718,469	16,926	749,039	10.7	--
Michigan	12,596,706	1,259,671	1,259,671	--	10.0	--
Minnesota	5,947,246	594,725	570,696	26,305	10.0	--
Mississippi	4,931,282	493,128	356,596	136,533	10.0	--

State	Fiscal Year 1971 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped FY '71	Expended for Handicapped FY '72	% of Allot-ment *	Dollars Unexpen
Missouri	$ 7,353,941	$ 735,394	$ 562,185	173,209	10.0	-0-
Montana	1,291,234	129,123	128,881	242	10.0	-0-
Nebraska	2,330,328	233,033	--	233,033	10.0	-0-
Nevada	533,955	55,396	50,960	7,549	10.6	-0-
New Hampshire	1,107,570	110,757	22,838	88,152	10.0	-0-
New Jersey	8,939,174	893,917	954,884	2,902	10.7	-0-
New Mexico	2,037,894	203,789	204,920	--	10.0	-0-
New York	21,689,304	2,168,930	2,119,428	49,502	10.0	-0-
North Carolina	10,662,796	1,066,280	588,839	477,441	10.0	-0-
North Dakota	1,263,226	126,323	44,282	82,041	10.0	-0-
Ohio	16,221,862	1,622,186	1,287,112	335,075	10.0	-0-
Oklahoma	4,751,840	475,184	334,361	140,823	10.0	-0-
Oregon	3,284,314	328,431	304,481	23,950	10.0	-0-
Pennsylvania	17,871,260	1,787,126	1,376,645	964,963	13.1	-0-
Rhode Island	1,354,098	135,410	24,342	111,068	10.0	-0-
South Carolina	5,840,401	584,040	485,340	98,700	10.0	-0-
South Dakota	1,285,372	128,537	--	--	-0-	$128,537
Tennessee	7,742,788	774,279	640,134	134,145	10.0	-0-
Texas	20,559,898	2,055,990	1,990,312	133,229	10.3	-0-
Utah	2,015,921	201,592	154,707	46,885	10.0	-0-
Vermont	751,664	75,166	71,261	3,997	10.0	-0-
Virginia	8,684,511	868,451	--	523,518	6.0	344,933
Washington	5,001,295	500,130	500,130	26,829	10.5	-0-
West Virginia	3,708,689	370,869	--	370,869	10.0	-0-
Wisconsin	6,621,049	662,105	620,909	101,003	10.9	-0-
Wyoming	569,704	56,970	58,912	635	10.5	-0-
American Samoa	71,334	7,133	6,816	4,294	15.6	-0-
Guam	266,722	26,672	26,672	--	10.0	-0-
Puerto Rico	5,979,944	597,994	104,706	493,288	10.0	-0-
Trust Territory	180,968	18,097	733	17,164	10.0	-0-
Virgin Islands	112,324	11,232	10,799	--	9.6	433

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

FISCAL YEAR 1972 - ALLOTMENTS & EXPENDITURES FOR HANDICAPPED PROGRAMS

State	Fiscal Year 1972 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped FY '72	Expended for Handicapped FY '73	% of Allotment*	Unexpended Balance Returned
Alabama	$ 8,406,817	$ 840,682	$ 649,241	194,441	10.0	-0-
Alaska	513,457	41,346	51,215	131	10.0	-0-
Arizona	3,643,135	364,314	350,831	24,227	10.5	-0-
Arkansas	4,545,544	454,554	511,100	--	11.2	-0-
California	30,091,972	3,009,197	2,788,417	243,238	10.1	-0-
Colorado	4,221,389	422,139	382,961	48,5[illegible]0	10.2	-0-
Connecticut	4,231,961	423,196	88,498	401,427	11.6	-0-
Delaware	859,035	85,909	85,908	--	10.0	-0-
District of Columbia	1,010,762	101,076	48,212	67,264	11.5	-0-
Florida	11,965,538	1,196,554	1,013,352	826,017	15.4	-0-
Georgia	10,903,070	1,090,307	655,858	434,038	9.9	$411
Hawaii	1,580,477	158,048	115,703	42,706	10.0	-0-
Idaho	1,740,254	174,025	8,130	165,659	9.9	$236
Illinois	16,325,716	1,632,572	1,648,897	--	10.1	-0-
Indiana	9,511,708	951,171	951,171	--	10.0	-0-
Iowa	5,499,107	549,911	506,817	43,094	10.0	-0-
Kansas	4,649,365	469,937	16,033	448,904	10.0	-0-
Kentucky	7,623,109	762,311	187,636	574,674	10.0	-0-
Louisiana	8,872,840	887,234	--	809,127	9.1	$ 78,107
Maine	2,116,508	211,651	209,914	1,737	10.0	-0-
Maryland	6,453,773	645,377	291,563	643,914	14.5	-0-
Massachusetts	8,279,060	827,906	607,508	239,760	10.2	-0-
Michigan	15,312,930	1,531,293	415,356	1,116,190	10.0	-0-
Minnesota	7,139,138	713,914	713,913	834	10.0	-0-
Mississippi	5,804,180	580,418	365,149	215,269	10.0	-0-
Missouri	8,841,073	884,107	110,969	773,138	10.0	-0-
Montana	1,554,038	155,410	188,129	--	12.1	-0-
Nebraska	2,784,937	278,494	106,734	171,760	10.0	-0-
Nevada	675,996	67,560	99,002	--	14.6	-0-
New Hampshire	1,332,469	133,247	41,694	91,553	10.0	-0-

ATTACHMENT 11 (2. 6)

State	Fiscal Year 1972 Part B Allotment	10% of Allotment for Handicapped	Expended for Handicapped FY '72	Expended for Handicapped FY '73	% of Allot-ment *	Unexpe Balanc Return
New Jersey	$ 10,837,793	$ 1,083,779	$ 1,197,788	--	11.1	-0-
New Mexico	2,467,331	246,733	269,816	--	10.9	-0-
New York	25,221,934	2,522,193	2,256,664	265,546	10.0	-0-
North Carolina	12,568,871	1,256,887	910,773	346,114	10.0	-0-
North Dakota	1,502,485	150,249	78,314	71,934	10.0	-0-
Ohio	19,605,737	1,960,574	1,449,814	510,760	10.0	-0-
Oklahoma	5,652,065	565,207	498,201	67,005	10.0	-0-
Oregon	4,029,962	402,996	422,888	--	10.5	-0-
Pennsylvania	21,175,458	2,117,546	1,443,772	1,052,242	11.8	-0-
Rhode Island	1,560,246	156,025	22,421	133,604	10.0	-0-
South Carolina	6,892,676	689,262	551,948	137,320	10.0	-0-
South Dakota	1,518,034	151,803	103,963	48,670	10.1	-0-
Tennessee	9,093,331	909,333	833,782	75,549	10.0	-0-
Texas	24,662,653	2,466,265	2,618,169	--	10.6	-0-
Utah	2,457,750	245,775	234,718	11,057	10.0	-0-
Vermont	886,283	88,628	72,397	16,231	10.0	-0-
Virginia	10,311,628	1,031,163	--	1,030,693	9.9	$470
Washington	6,311,628	621,316	743,589	--	12.0	-0-
West Virginia	4,277,862	427,786	128,047	299,739	10.0	-0-
Wisconsin	7,965,778	796,578	619,210	180,068	10.0	-0-
Wyoming	701,150	70,115	41,457	36,555	11.1	-0-
American Samoa	82,760	8,276	NA	NA	NA	NA
Guam	308,980	30,898	30,898	--	10.0	-0-
Puerto Rico	6,942,371	694,237	428,367	265,870	10.0	-0-
Trust Territory	210,284	21,028	4,835	16,131	9.9	$62
Virgin Islands	130,312	13,031	NA	NA	NA	NA

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

FISCAL YEAR 1970 - ALLOTMENTS & EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal Year 1970 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post Sec. FY '70	Expended for Post Sec. FY '71	% of Allot-ment *	Unexpe Balanc Return
Alabama	$ 6,850,464	$ 1,027,570	$1,027,570	--	15.0	-0-
Alaska	403,555	60,533	64,724	--	16.0	-0-
Arizona	2,947,567	442,135	649,601	125,468	26.3	-0-
Arkansas	3,693,674	554,051	1,214,991	--	32.9	-0-
California	23,903,359	3,585,504	5,472,704	201,598	23.7	-0-
Colorado	3,293,775	494,066	593,219	--	18.0	-0-
Connecticut	3,402,846	510,427	328,053	207,181	15.7	-0-
Delaware	653,224	97,984	97,911	--	14.9	$73
District of Columbia	826,189	123,928	81,253	60,310	17.1	-0-
Florida	9,767,350	1,465,103	1,772,726	206,193	20.3	-0-
Georgia	8,907,572	1,336,136	2,499,732	452,030	33.1	-0-
Hawaii	1,281,603	192,240	653,844	44,873	62.9	-0-
Idaho	1,348,046	202,207	481,612	--	35.7	-0-
Illinois	12,768,779	1,915,467	2,093,710	--	16.4	-0-
Indiana	7,431,298	1,114,695	1,124,372	--	15.1	-0-
Iowa	4,198,015	629,702	2,094,147	--	49.9	-0-
Kansas	3,598,952	539,843	788,741	37,915	22.9	-0-
Kentucky	6,212,161	931,824	931,824	--	15.0	-0-
Louisiana	7,067,294	1,060,094	1,820,798	361,757	30.9	-0-
Maine	1,714,714	257,207	239,915	22,450	15.3	-0-
Maryland	5,241,683	786,252	1,105,572	295,470	26.7	-0-
Massachusetts	6,866,845	1,030,027	442,804	587,222	15.0	-0-
Michigan	12,038,767	1,805,815	1,870,256	--	15.5	-0-
Minnesota	5,683,713	852,557	1,361,394	12,806	24.2	-0-
Mississippi	4,712,410	706,862	885,514	--	18.8	-0-

ATTACHMENT III (P. 3)

State	Fiscal Year '70 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post-Sec. FY '70	FY '71	% of Allot-ment *	Unexp Balanc Return
Missouri	7,028,458	1,054,269	1,054,269	--	15.0	-0-
Montana	1,233,991	185,099	527,542	14,530	43.9	-0-
Nebraska	2,227,091	334,064	496,644	1,931	22.4	-0-
Nevada	529,443	79,417	104,301	10,294	21.6	-0-
New Hampshire	1,058,551	158,783	125,146	45,278	16.1	-0-
New Jersey	8,543,798	1,281,570	1,063,558	266,253	15.6	-0-
New Mexico	1,947,460	292,119	695,649	--	35.7	-0-
New York	20,730,525	3,109,579	2,105,529	1,004,051	15.0	-0-
North Carolina	10,190,085	1,528,513	1,712,001	--	16.8	-0-
North Dakota	1,207,190	181,079	184,684	--	15.3	-0-
Ohio	15,503,686	2,325,553	2,481,971	234,094	17.5	-0-
Oklahoma	4,541,401	681,210	856,527	--	18.9	-0-
Oregon	3,138,872	470,831	812,096	--	25.9	-0-
Pennsylvania	17,080,756	2,562,113	2,671,786	364,695	17.8	-0-
Rhode Island	1,294,166	194,125	155,222	38,903	15.0	-0-
South Carolina	5,581,203	837,180	840,126	--	15.1	-0-
South Dakota	1,228,372	184,256	335,287	--	27.4	-0-
Tennessee	7,311,487	1,096,723	2,435,913	--	33.3	-0-
Texas	19,648,794	2,947,319	6,272,573	14,433	40.4	-0-
Utah	[illegible],926,493	288,974	777,415	--	40.3	-0-
Vermont	718,373	107,756	161,079	--	22.4	-0-
Virginia	8,325,655	1,248,848	1,369,595	--	16.5	-0-
Washington	4,779,695	716,954	915,231	106,157	21.4	-0-
West Virginia	3,544,340	531,651	531,360	--	14.9	(23)
Wisconsin	6,327,757	949,164	980,822	82,604	16.8	-0-
Wyoming	544,453	81,668	111,669	--	20.5	-0-
American Samoa	68,160	10,224	--	10,224	15.0	-0-
Guam	254,854	38,228	38,230	--	15.0	-0-
Puerto Rico	5,714,116	857,117	1,154,631	--	20.3	-0-
Trust Territory	172,927	25,939	--	25,939	15.0	-0-
Virgin Islands	107,338	16,101	--	16,101	15.0	-0-

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

ATTACHMENT III (P. 3)

FISCAL YEAR 1971 - ALLOTMENTS & EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal Year 1971 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post Sec. FY 71	Expended for Post Sec. FY '72	% of Allot-ment *	Unex Bal Retu
Alabama	$ 7,168,270	$ 1,075,241	$ 538,482	536,759	15.0	-0-
Alaska	422,312	63,347	63,347	--	15.0	-0-
Arizona	3,084,298	462,645	827,866	293,294	36.4	-0-
Arkansas	3,864,985	579,748	1,359,785	--	35.2	-0-
California	25,010,505	3,751,576	4,733,647	527,398	21.0	-0-
Colorado	3,446,489	516,973	1,232,205	--	35.8	-0-
Connecticut	3,560,314	534,047	319,510	214,681	15.0	-0-
Delaware	683,489	102,523	101,002	3,543	15.3	-0-
District of Columbia	864,342	129,651	129,652	--	15.0	-0-
Florida	10,219,726	1,532,959	2,582,027	126,100	26.5	-0-
Georgia	9,320,803	1,398,120	1,892,259	192,553	22.4	-0-
Hawaii	1,341,119	201,168	632,250	223,477	63.8	-0-
Idaho	1,410,598	211,590	709,269	--	50.2	-0-
Illinois	13,350,897	2,004,135	2,006,064	--	15.0	-0-
Indiana	7,775,608	1,166,341	1,221,480	--	15.7	-0-
Iowa	4,392,605	658,891	2,241,120	293,668	57.7	-0-
Kansas	3,765,756	564,863	1,025,337	--	27.2	-0-
Kentucky	6,500,330	975,050	980,181	386,036	21.0	-0-
Louisiana	7,463,301	1,119,495	2,058,221	230,457	30.7	-0-
Maine	1,794,206	269,131	446,936	29,463	26.6	-0-
Maryland	5,484,600	822,690	1,015,016	14,628	18.8	-0-
Massachusetts	7,184,686	1,077,703	624,752	490,903	15.5	-0-
Michigan	12,596,706	1,889,506	2,429,761	--	19.3	-0-
Minnesota	5,947,246	892,087	2,136,197	21,475	36.3	-0-

State	Fiscal Year 1971 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post-Sec. FY '71	Expended for Post-Sec. FY '72	% of Allot-ment*	Unexpended Balance Returned
Mississippi	$ 4,931,282	$ 739,692	$ 814,515	--	16.5	-0-
Missouri	7,353,941	1,103,091	1,105,275	--	15.0	-0-
Montana	1,291,234	193,685	632,685	28,992	51.3	-0-
Nebraska	2,330,328	349,549	776,000	2,934	33.4	-0-
Nevada	553,955	83,093	96,460	10,916	19.4	-0-
New Hampshire	1,107,570	166,136	168,855	15,972	16.7	-0-
New Jersey	8,939,174	1,340,876	1,447,666	--	16.2	-0-
New Mexico	2,037,894	305,684	823,124	--	40.4	-0-
New York	21,689,304	3,253,396	3,109,838	1[illegible],557	15.0	-0-
North Carolina	10,662,796	1,599,419	1,863,480	[illegible]450	17.5	-0-
North Dakota	1,263,226	189,484	510,746	--	40.4	-0-
Ohio	16,221,362	2,433,279	2,775,379	151,934	18.0	-0-
Oklahoma	4,751,840	712,776	1,451,660	--	30.5	-0-
Oregon	3,284,314	492,647	1,018,909	--	31.0	-0-
Pennsylvania	17,871,260	2,680,689	3,944,773	59,217	22.4	-0-
Rhode Island	1,354,098	203,115	58,299	144,816	15.0	-0-
South Carolina	5,840,401	876,060	1,053,576	--	18.0	-0-
South Dakota	1,285,372	[illegible]2,806	331,315	1,163	25.9	-0-
Tennessee	7,742,788	1,161,418	3,037,241	--	39.2	-0-
Texas	20,559,893	3,083,985	4,905,899	220,653	24.9	-0-
Utah	2,015,921	302,388	407,613	--	20.2	-0-
Vermont	751,664	112,750	126,210	--	16.8	-0-
Virginia	8,684,511	1,302,677	1,857,795	--	21.4	-0-
Washington	5,001,295	751,194	751,194	222,354	19.5	-0-
West Virginia	3,708,689	556,307	556,303	--	15.0	-0-
Wisconsin	6,621,049	993,157	850,855	142,292	15.0	-0-
Wyoming	569,704	85,456	142,979	1,176	25.3	-0-
American Samoa	71,334	10,700	2,543	14,780	24.3	-0-
Guam	266,722	40,008	40,008	--	15.0	-0-
Puerto Rico	5,979,944	896,992	933,524	66,585	16.7	-0-
Trust Territory	180,968	27,145	1,309	25,746	15.0	-0-
Virgin Islands	112,324	16,849	69	16,505	14.7	$85

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

ATTACHMENT III (P. 5)

FISCAL YEAR 1972 - ALLOTMENTS & EXPENDITURES FOR POSTSECONDARY PROGRAMS

State	Fiscal Year 1972 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post-Sec. FY '72	Expended for Post-Sec. FY '73	% of Allotment *	Dollars Unexpended Balance Returned
Alabama	$ 8,406,817	$ 1,261,023	$ 735,302	525,721	15.0	-0-
Alaska	513,457	77,019	86,412	--	16.9	-0-
Arizona	3,643,135	546,470	602,301	69,168	18.4	-0-
Arkansas	4,45,544	681,832	1,416,182	--	31.2	-0-
California	30,091,972	4,513,796	6,921,730	1,167,542	26.9	-0-
Colorado	4,221,389	633,208	731,120	--	17.3	-0-
Connecticut	4,231,961	634,794	321,731	448,690	18.2	-0-
Delaware	859,085	128,863	128,863	--	15.0	-0-
District of Columbia	1,010,762	151,614	80,330	71,284	15.0	-0-
Florida	11,965,538	1,794,831	2,584,567	632,838	26.9	-0-
Georgia	10,903,070	1,635,461	4,586,251	229,690	44.2	-0-
Hawaii	1,580,477	237,072	650,177	76,971	45.0	-0-
Idaho	1,740,254	261,038	894,901	--	51.4	-0-
Illinois	16,325,716	2,448,857	3,150,714	--	19.3	-0-
Indiana	9,511,703	1,426,756	1,426,756	--	15.0	-0-
Iowa	5,499,107	824,866	2,355,[illegible]	898,747	59.4	-0-
Kansas	4,649,365	697,405	1,232,603	33,659	27.2	-0-
Kentucky	7,623,109	1,143,466	958,989	184,477	15.0	-0-
Louisiana	8,872,840	1,330,926	1,703,401	214,058	21.6	-0-
Maine	2,116,508	317,476	375,633	141,308	24.4	-0-
Maryland	6,453,773	968,066	1,017,004	--	15.8	-0-
Massachusetts	8,279,060	1,241,859	424,674	852,185	15.4	-0-
Michigan	15,312,930	2,296,940	2,350,059	313,024	17.4	-0-
Minnesota	7,139,138	1,070,871	1,699,991	--	23.8	-0-
Mississippi	5,804,180	870,627	977,814	13,177	17.1	-0-

State	Fiscal Year 1972 Part B Allotment	15% of Allotment for Post-Sec.	Expended for Post-Sec. FY '72	Expended for Post-Sec. FY '73	% of Allotment*	Unexpended Balance Returned
Missouri	$ 8,841,073	$ 1,326,161	$ 1,355,471	--	15.3	-0-
Montana	1,554,098	233,115	873,407	27,024	57.9	-0-
Nebraska	2,784,937	417,741	862,932	--	31.0	-0-
Nevada	675,996	101,399	114,116	--	16.9	-0-
New Hampshire	1,332,469	199,870	136,498	64,434	15.1	-0-
New Jersey	10,837,793	1,625,669	1,800,000	--	16.6	-0-
New Mexico	2,467,331	370,100	1,101,784	--	44.7	-0-
New York	25,221,934	3,783,290	3,793,315	--	15.0	-0-
North Carolina	12,568,871	1,835,331	1,894,227	--	15.1	-0-
North Dakota	1,502,485	225,373	439,966	--	29.3	-0-
Ohio	19,605,737	2,940,861	3,162,272	150,908	16.9	-0-
Oklahoma	5,652,065	847,810	1,725,209	--	30.5	-0-
Oregon	4,029,962	604,494	1,240,089	--	30.8	-0-
Pennsylvania	21,175,458	3,176,319	4,415,307	372,028	22.6	-0-
Rhode Island	1,560,246	234,037	28,498	205,539	15.0	-0-
South Carolina	6,892,676	1,033,901	1,069,840	--	15.5	-0-
South Dakota	1,518,034	227,705	425,758	--	28.0	-0-
Tennessee	9,093,331	1,364,000	2,569,626	--	28.3	-0-
Texas	24,662,653	3,699,398	5,012,122	220,525	21.2	-0-
Utah	2,457,750	368,663	830,052	--	33.8	-0-
Vermont	886,283	132,942	138,459	28,245	18.8	-0-
Virginia	10,311,628	1,546,744	2,047,662	--	19.9	-0-
Washington	6,213,164	931,975	2,633,828	--	42.4	-0-
West Virginia	4,277,862	641,679	653,452	--	15.3	-0-
Wisconsin	7,965,778	1,194,867	1,084,918	234,942	16.6	-0-
Wyoming	701,150	105,173	192,467	7,530	28.5	-0-
American Samoa	82,760	12,414	15,160	--	18.3	-0-
Guam	308,980	46,347	46,347	--	15.0	-0-
Puerto Rico	6,942,371	1,041,356	1,080,740	--	15.6	-0-
Trust Territory	210,284	31,543	7,252	24,197	14.9	594
Virgin Islands	130,312	19,547	19,547	--	15.0	-0-

* Percent of allotment expended over the two year period allowed by Tydings Amendment.

ATTACHMENT IV

UNEXPENDED ALLOTMENTS* - VOCATIONAL EDUCATION ACT OF 1963, AS AMENDED

		FY 1970		FY 1971		FY 1972
TOTALS		$532,272		$644,077		$79,524
Delaware	(PS)	73				
Dist. of Columbia	(H)	3,837				
Florida	(H)	82,454				
Georgia					(H)	411
Idaho	(H)	2,304			(H)	236
Louisiana			(H)	23,748	(H)	78,157
Maryland			(D)	89,594		
			(H)	54,728		
Nebraska	(H)	331				
South Dakota	(H)	15,690	(H)	128,540		
Texas	(D)	147,810				
	(H)	90,206				
Virginia	(H)	187,754	(H)	344,933	(H)	470
West Virginia	(PS)	291				
Trust Territory	(H)	1,522			(PS)	94
					(D)	94
					(H)	62
Virgin Islands			(PS)	85		
			(D)	2,016		
			(H)	433		

* Funds returned to the U.S. Treasury. (H - Handicapped, D - Disadvantaged, PS - Postsecondary setaside refunded in lieu of expenditure.) In every case where States expended less than the minimum percentage requirement the Regional Offices were notified and requested to assist States in taking corrective action.

1. Accomplishments for each of the five categories of persons served, set forth in 4.0 Annual and Long-Range Planning and Budgeting section of Part II of the State Plan.

LEVEL: Elementary
Population Served: General
Mission: 1 To provide an introduction to the World of Work to every student in the State of Michigan

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
1 To continue the five curriculum development pilot projects a second year	5	5	100%
2 To increase the number of school districts utilizing career development programs at the elementary level	49	45	91.8%

LEVEL: Secondary
Population Served: General
Mission: 11 To guarantee that no student entering high school in the State of Michigan leaves without having the opportunity to gain an entry-level salable skill regardless of his ultimate career objective

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
1 To increase the number of facilities constructed for area vocational-technical centers in the state providing comprehensive occupational education to Michigan residents in accordance with the Area Plan	28	27	96.4%
2 To increase the number of school districts that are a part of a designated area center in accordance with the Area Plan	219	209	95.4%
3 To increase the number of students enrolled in secondary programs in K-12, intermediate school districts, and community colleges	186,287	185,978	99.8%
(Consumer & Homemaking 09.01)	(66,974)	(71,397)	106.6%

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
4 To increase the percentage of students enrolled in secondary occupational programs	28.5	28.5	100%
5 To increase the number of students completing secondary occupational education programs	62,500	68,492	109.6%
6 To increase the total number of chapters of curricularly-based occupational education youth organizations	608	542	89.1%
7 To increase the number of students who are members of curricularily based youth organizations	23,221	19,517	84.0%
8 To increase the number of schools providing instruction in OE codes 09.01 through 09.0109	360	365	101.4%
9 To increase the number of students enrolled in consumer and homemaking programs	66,974	71,397	106.6%
10 To increase the number of schools having FHA Chapters as an integral part of instructional program	250	221	88.4%

LEVEL: Secondary
Population Served: Disadvantaged
Mission: 11 (con't)

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
1 To increase the number of K-12 districts offering work study programs	55	54	98.2%
2 To increase the number of K-12 districts offering cooperative education	60	38	63.3%
3 To increase the number of disadvantaged students enrolled who receive special assistance to enable them to succeed in regular programs at the secondary level	9,220	7,276*	[illegible]
4 To increase the number of disadvantaged students enrolled in special programs	9,500	9,702	102.1%

LEVEL: Secondary
Population Served: Handicapped
Mission: 11 (con't)

1 To increase the number of handicapped students enrolled who receive special assistance to enable them to succeed in regular programs at the secondary level	450	3,435*	763.3%
2 To increase the number of handicapped students enrolled in special programs	1,485	3,622	243.9%

*Priority in programming shifted to (1) integrating these students into regular programs and (2) increasing the number of handicapped students served.

LEVEL: Post-Secondary (Community Colleges and Other Post-Secondary Institutions)
Population Served: General
Mission: 111 To provide programs of adult continuing occupational education to all citizens of the State who need or desire service

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
1 To increase the number of students enrolled in post-secondary occupational education programs	43,655	57,800	132.4%

LEVEL: Post-Secondary (Community Colleges and Other Post-Secondary Institutions)
Population Served: Disadvantaged
Mission: 111 (con't)

1 To increase the number of community colleges offering work study programs	5	3	60.0%
2 To increase the number of disadvantaged students enrolled who receive special assistance to enable them to succeed in regular programs in community colleges	1,200	1,320*	110.0%
3 To increase the number of disadvantaged students enrolled in special programs	500	1,320*	264.0%

LEVEL: Post-Secondary (Community Colleges and other Post-Secondary Institutions)
Population Served: Handicapped
Mission: 111 (con't)

1 To increase the number of handicapped students enrolled who receive special assistance to enable them to succeed in regular programs in community colleges	50	680*	1,360.0%

*See footnote on previous page.

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
2 To increase the number of handicapped students enrolled in special programs	165	50	30.3%

LEVEL: Adult
Population Served: General
Mission: 111 To provide programs of adult continuing occupational education to all citizens of the State who need or desire service

1 To increase the number of adults enrolled in preparatory education programs	22,000	23,659	107.5%
2 To increase the number of adults enrolled in supplementary programs	86,350	70,152	81.2%

LEVEL: Adult
Population Served: Disadvantaged
Mission: 111 (con't)

1 To increase the number of persons receiving consumer and homemaking instruction in schools with emphasis upon Child Development, Consumer Education, and Family Relations	1,915	2,346	122.5%
2 To increase the number of persons receiving consumer and homemaking instruction in community colleges with emphasis upon Child Development, Consumer Education, and Family Relations	22,000	2,260	1[illegible]3%

LEVEL: Multi
Population Served: Multi-Group
Mission: Multi - All three missions

Objectives	Desired Outcomes	Actual	Percent of Objectives Attained
1 To increase the number of local educational agencies which utilize General Vocational-technical and occupational Advisory Committees	418 All funded programs	405	96.9%
2 To increase the number of area vocational education centers utilizing facilities beyond the normal school day	22		
3 To increase the number of area vocational education centers utilizing facilities during the summer months	22		
4 To increase the number of shared-time administrators responsible for secondary occupational education programs on an area basis	84	64	76.2%

Accomplishment of Objectives - FY-74

DEPARTMENT OF EDUCATION (SECONDARY)

General: Introduction to Vocations Program

Objectives	Outcome Sought	197 Outc Achie
1. To increase the percent of students who enter a selected postsecondary course of study after participation in this program.	70%	74
2. To increase percent of high school students served through this program which enable them to develop salcable skills as well as prepare them for entry into the next level of training.	39% (13,210)	43 (14,
3. Maintain the percent of graduating students who are successfully employed full time.	20%	19%
Consumer & Homemaking Program (Part F)		
1. Increase the 9-12 enrollment of Consumer & Homemaking programs serving youth.	6,839	4,73
2. Maintain the foundation program in Consumer & Homemaking for 8th grade students.	4,664	5,01
3. Increase the number of home projects completed by Consumer & Homemaking students to improve their home, school and community.	4,641	4,6
Handicapped: Occupational Skills Program		
1. To increase the percent of successfully employed graduates [illegible] of six months after graduation.	70%	72

Objectives	Outcome Sought	1974 Outcome Achieved
2. Increase the percent of identified handicapped youths served by this program.	38% (744)	33% (650)
Disadvantaged: Pre-Industrial Preparation Program		
1. Increase percent of students gaining in math, science, and English on the CTBS test.	56%	72%
2. Increase percent of students who enter postsecondary schools.	70%	72%
3. Increase number of students to be served through the program.	1,355	1,466
4. Increase percent of students gainfully employed.	20%	20%
Work Study Program (Part H)		
1. Increase the number of secondary schools offering work study programs.	29	36
2. Increase the number of secondary vocational students enrolled in work-study.	420	524
Consumer & Homemaking Program (Part F)		
1. Increase the 9-12 enrollment of Consumer & Homemaking programs serving youth.	3,685	4,328
2. Maintain the foundation program in Consumer & Homemaking for the 8th grade students.	1,570	1,670
3. Increase the number of home projects completed by Consumer & Homemaking students to improve their home, school and community.	2,500	2,524

DEPARTMENT OF EDUCATION (ADULT)

General: Hawaiiana and Tourist Industry Training

Objectives	Outcome Sought	1974 Outcome Achieved
1. Increase number of adults served through the program.	350	326
2. Increase the placement rate of unemployed enrollees in the program.	80%	50%
3. Increase the rate of employed enrollees that upgrade employment after supplementary training.	50%	48%
4. Hold special mini-sessions for members of professional organizations.	-	620
Consumer & Homemaking (Part F)		
1. Increase the number of Consumer & Homemaking programs serving adults.	42	15
Disadvantaged: Consumer & Homemaking (Part F)		
1. Increase the number of Consumer & Homemaking programs serving adults in economically depressed areas.	31	29

NOTE: Part C and D projects at the secondary level are reviewed in Appendix A.

COMMUNITY COLLEGES (POSTSECONDARY)

General:

Objectives	Outcomes Sought	1974 Outcomes Achieved
1. Increase the number of students in vocational education programs.	10,178	7,598[1]
2. Improve the ratio of students to guidance counselor.	433/1	687/1
3. Increase the number of programs which permit students to enroll in vocational education programs at more frequent intervals.	16	3
4. Increase the number of programs which take into consideration previous education and work experiences and permit students to progress at their own rates.	6	7
5. Increase the number of instructors who can provide effective career counseling.	20	20
6. Increase the number of high school students served through the early admissions program.	138[1]	271[1]
7. Increase the percentage of students who leave the program with saleable skills.	65%	71%
8. Institute in-service career counseling and guidance programs for instructors to acquire general knowledge and to develop referral procedures.	5%	5%

---

[1] [illegible]

Objectives	Outcomes Sought	1974 Outcome Achieve
9. Put into operation satellite learning centers to make vocational training available to a wider segment of the population.	150	180
Cooperative Vocational Education (Part G)		
1. Increase the number of students enrolled in cooperative education.	521	685
2. Increase the number of cooperative teacher coordinators.	5.5	4.5
3. Increase the number of training stations in the cooperative education program.	185	165
Disadvantaged:		
1. Help students overcome deficiencies in reading, mathematics, and communication skills.	2,042	1,934
2. Enroll disadvantaged students in cooperative programs.	49	165
3. Encourage instructors to begin developing individualized instructional materials to allow students to progress at their own rates.	22	21
4. Increase the number of disadvantaged students in the college work-study program.	23	185
5. Provide opportunities for self-assessment in terms of feelings of personal worth, values, achievements, aptitudes and abilities, career options and life goals, preparatory to the design of an educational program aimed at helping an individual achieve his vocational and life goals.	40	15

Handicapped:

Objectives	Outcomes Sought	1974 Outcomes Achieved
1. Increase the number of handicapped students served in the community colleges.	210	226
2. Increase the number of handicapped students enrolled in cooperative programs.	18	20
3. Increase the course completion rate.	28	

COMMUNITY COLLEGE ADULT PROGRAMS

General:

1. Increase the number of persons enrolled in adult education programs.	4,654	7,129
2. Increase vocational education program course offerings available for adults.	334	276

NOTE: Part C and D projects at the postsecondary level are reviewed in Appendix B.

Actual and Projected Employment Trends in Selected Occupations and Enrollment in Vocational Education Programs

Occupations	OE Code	Employment 1968*	Employment 1980*	% Change	Voc. Ed. Enrollment 1968	Voc. Ed. Enrollment 1972	% Change
Cosmetologists	(17.2602)	475,000	685,000	42.9	27,137	48,810	79.9
Practical Nurses	(7.0302)	320,000	600,000	87.5	62,734	82,896	32.1
Cooks and Chefs		670,000	900,000	33.2	19,028	37,459	96.9
Plumbing and Pipe-fitting	(17.1007)	330,000	475,000	43.9	27,821	37,311	34.1
Bricklayers	(17.1004)	200,000	260,000	30.0	18,928	29,992	58.5
Electricians	(17.1002)	190,000	270,000	42.1	33,894	60,791	79.4
Stenographers and Secretaries	(14.0700)	2,650,000	3,650,000	36.8	529,226	550,686	4.1
Dental Hygienists	(07.0102) (16.0301)	16,000	33,500	109.4	1,545	4,754	20.7
Forestry Aids	(16.0603)	13,000	20,[illegible]	57.3	--	2,504	--
General Merchandise	(04.0800)	2,8[illegible]	3,460,000	24.0	6[illegible],172	204,681	20.0
Firefighters	(17.2801)	180,000	245,000	34.0	1[illegible],192	159,307	37.1

*Occupational Manpower and Training Needs, U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 1701

ATTACHMENT VIII

VOCATIONAL WORK EXPERIENCE ENROLLMENTS

	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973
Total Enrollment (Excluding Consumer and Homemaking)	5,643,611	6,374,744	7,563,029	8,436,412	8,878,453
Agricultural Production (Work Experience on Farm)	645,377	584,757	557,633	564,155	561,868
Health (Clinical Experiences	175,101	198,044	269,546	336,652	421,075
Cooperative (Work Experience-Business and Industry)	237,604	274,500	353,461	431,036	471,830
Total Work Experience	1,058,082	1,057,301	1,180,640	1,331,843	1,454,773

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(PRELIMINARY)

DATA FROM THE FIVE-ITEM QUESTIONNAIRE

Recent data obtained by the Bureau of Occupational and Adult Education for FY 1973 indicates that most States used from 2 to 89 percent of their Part B allotments to maintain existing programs. Nationally, 40 percent of the Part B funds were used to maintain existing programs while 40 percent was used to improve existing programs or begin new ones. Additionally, most States expended between 20 to 59% of their Part B allotments for improving or extending existing programs or starting new ones.

Of the Part B funds, States used on an average 7.2 percent for State level administration. The range of percentages of Part B funds used for State level administration was 0 to 22 percent.

The range of all State level administration costs which were covered by Federal funds was .1 percent to 100 percent. However, most States fell in the range of 0 to 9 percent.

(2)

SURVEY OF SELECTED EXPENDITURES - PART B
VEA 1968 for FY 1973

MAINTENANCE: National Average = 40.6%

6 States ranged from 0 to 19%
32 States ranged from 20 to 59%
12 States ranged from 60 to 89%

IMPROVE/EXTEND or START NEW PROGRAMS = 40.0%

15 States ranged from 0 to 19%
28 States ranged from 20 to 59%
7 States ranged from 60 to 79%

Improve/Extend = 16.3%

29 States ranged from 0 to 19%
18 States ranged from 20 to 39%
3 States ranged from 40 to 59%

Establish/Develop New Programs = 23.7%

31 States ranged from 0 to 19%
8 States ranged from 20 to 39%
11 States ranged from 40 to 59%

PART B, STATE LEVEL ADMINISTRATION = 7.2%

27 States ranged from 0 to 9%
21 States ranged from 10 to 19%
2 States ranged from 20 to 29% (Alaska - 22%; New Hampshire - 21%)

FEDERAL % OF ALL STATE LEVEL ADMINISTRATION COSTS = 12.2%

23 States ranged from 0 to 9%
17 States ranged from 10 to 19%
10 States ranged from 20 to 100%

(3)

FY 73 PART B VEA SELECT EXPENDITURE PROFILES BY STATE

(1) STATE	(2)1/ MAIN-TENANCE	(3)2/ IMPROVE/ EXTEND	(4)3/ DEVELOP/ ESTABLISH	(5)4/ PART B ADMIN.	(6)5/ OTHER ANCILLARY	(7) TOTAL PART B ALLOTMENTS (000's)	(8)6/ % STATE ADMINISTRATION WHICH IS FEDERAL
ALABAMA	74%	10%	6%	10%	0%	$ 7,872	1%
ALASKA	59	14	5	22	0	505	74
ARIZONA	51	25	7	12	5	3,691	78
ARKANSAS	89	0	.5	8	2.5	4,204	9
CALIFORNIA	51	25	11	9	4	32,059	100
COLORADO	16	30	33	12	9	4,533	11
CONNECTICUT	28	37	12	11	12	4,279	8
DELAWARE	12	21	36	16	15	898	54
DISTRICT OF COLUMBIA	46	8	1	17	18	1,164	35
FLORIDA	4	27	41	12	16	12,624	95
GEORGIA	64	3	4	10	19	10,257	9
HAWAII	53	9	21	6	11	1,345	4
IDAHO	68	9	9	2	12	1,632	15
ILLINOIS	71	9	3	5	12	16,954	10
INDIANA	71	10	12	4	3	9,917	1
IOWA	77	0	.3	9	14	5,435	.9
KANSAS	60	21			19	4,342	52
KENTUCKY	55	9	4	10	22	7,396	9
LOUISIANA	42	40	2	3	13	9,634	14
MAINE	59	0	16	10	15	2,131	8
MARYLAND	57	3	5	5	30	6,665	52
MASSACHUSETTS	2	6	55	8	29	9,300	8
MICHIGAN	21	25	43	6	5	15,727	5
MINNESOTA	14	15	55			8,259	
MISSISSIPPI	47	4	44	5	0	5,169	4

(4)

(1) STATE	(2) 1/ MAIN-TENANCE	(3) 2/ IMPROVE/ EXTEND	(4) 3/ DEVELOP/ ESTABLISH	(5) 4/ PART B ADMIN.	(6) 5/ OTHER ANCILLARY	(7) TOTAL PART B ALLOTMENTS (000's)	(8) 6/ % STATE ADMINISTRATION WHICH IS FEDERAL
MISSOURI	65%	14%	16%	5%	0%	$ 8,885	%
MONTANA	20	27	14	16	23	1,510	64
NEBRASKA	40	26	30	0	4	2,879	.1
NEVADA	40	25	17	11	7	726	50
NEW HAMPSHIRE	37	15	13	21	14	1,431	17
NEW JERSEY	24	2	53	11	10	10,308	9
NEW MEXICO	75	2	10	8	5	2,375	5
NEW YORK	20	42	24	7	7	25,558	7
NORTH CAROLINA	25	25	49	0	1	12,167	.6
NORTH DAKOTA	54	14	12	11	9	1,444	9
OHIO	33	9	46	5	7	21,835	4
OKLAHOMA	51	14	8	11	16	5,535	16
OREGON	33	29	16	7	15	4,108	8
PENNSYLVANIA	18	40	13	9	20	21,237	17
RHODE ISLAND	28	21	37	14	0	1,765	8
SOUTH CAROLINA	77	.5	2	.5	20	6,436	.8
SOUTH DAKOTA	64	8	2	5	21	1,516	
TENNESSEE	46	9	8	9	28	8,913	9
TEXAS	22	14	51	11	2	23,717	100
UTAH	52	[illegible]0	20	8	0	2,601	.6
VERMONT	84	1	1	14	0	947	12
VIRGINIA	43	7	47	0	3	9,867	2.4
WASHINGTON	33	26	7	18	16	6,217	63
WEST VIRGINIA	44	7	45	3	1	3,932	5
WISCONSIN	33	25	18	12	12	8,689	10
WYOMING	48	10	23	19	0	691	11
PUERTO RICO	30	22	13	10	25	6,488	5
VIRGIN ISLANDS	82	0	0	6	12	0	12

NO DATA WAS GATHERED FOR THE FOLLOWING OUTLYING AREAS: AMERICAN SAMOA: GUAM: TRUST TERRITORY

NATIONAL AVERAGES TOTAL:
Maintenance = 40.6%
Improve/Extend = 16.3
Establish/Develop = 23.7
Pt. B Administration = 7.2
Other Ancillary = 12.2
100.0%

FOOTNOTES:

[1] Percentage of FY 1973 Part B Federal funds incumbered or expended to maintain and operate existing instructional programs (OE coded) that were approved prior to July 1, 1972.

[2] Percentage of FY 1973 Part B Federal funds incumbered or expended to extend and improve existing programs approved prior to July 1, 1972.

[3] Percentage of FY 1973 Part B Federal funds incumbered or expended to develop, establish and operate new programs approved after June 30, 1972.

[4] Percentage of FY 1973 Part B Federal funds incumbered or expended for State level administration.

[5] Percentage of FY 1973 Part B Federal funds incumbered or expended for local administration, teacher training, guidance and counseling and other appropriate ancillary services and activities.

[6] Percentage of FY 1973 allotments from the Vocational Education Amendments of 1968 incumbered or expended for State level administration for all parts of the VEA of 1968.

VOCATIONAL EDUCATION INDIRECT COST RATES BY STATE AND AMOUNTS ASSESSED BOAE/2-19

	RATE	ASSESSMENT
TOTALS		$2,114,080
1. Alabama	43.6	$191,841
2. Alaska	7	-
3. Arizona	18.9	-
4. Arkansas	28	2,295
* 5. California	18.78	378,178
6. Colorado	NA	
7. Connecticut	4.3	-
8. Delaware	18.2	-
9. District of Columbia	27.2	-
10. Florida	34.4	521,125
11. Georgia	14.2	-
12. Hawaii	NRE	
13. Idaho	NRE	
14. Illinois	14.5	-
15. Indiana	NRE	
16. Iowa	32.9	30,103
17. Kansas	NRE	
*18. Kentucky	12.7	79,596
19. Louisiana	5	-
20. Maine	NA	
21. Maryland	5	-
22. Massachusetts	35.4	-
23. Michigan	17.5	-
*24. Minnesota	34.4	6,805
25. Mississippi	8	-
26. Missouri	32.2	139,595
27. Montana	NA	
28. Nebraska	3.3	828
29. Nevada	NRE	
30. New Hampshire	NRE	
31. New Jersey	NA	
32. New Mexico	12.9	-
33. New York	NA	
34. North Carolina	8.9	-
35. North Dakota	NA	
* 36. Ohio	NRE	
37. Oklahoma	12.2	-
38. Oregon	35	70,815
* 39. Pennsylvania	20.3	-
40. Rhode Island	NRE	
41. South Carolina	17.1	-
42. South Dakota	NRE	
43. Tennessee	8.1	-
* 44. Texas	32.6	683,187
45. Utah	NRE	
46. Vermont	7.5	9,712
47. Virginia	23.4	-
* 48. Washington	32.2	-
49. West Virginia	15.1	-
50. Wisconsin	31.4	-
51. Wyoming	NRE	
52. Guam	NRE	
53. Puerto Rico	NRE	
54. Virgin Islands	NRE	

48 States and Territories Reporting

14 Had no rate established (NRE)

22 Rated States paid no assessment

12 Rated States paid assessments

4 Rated States paid less than $10,000

Lowest assessment paid $829

Highest assessment paid $683,187

* Seven States surveyed by GAO

PHS-24-5 STATISTICAL WORK SHEET
REV. 7-61

INSTRUCTIONS FOR COMPLETING FORM OMB NO. 51-S74064
(Survey of Selected Expenditures Under the Vocational Education Amendments of 1968)

General Instructions

Information supplied in response to these five items should be based on financial records kept by the State to account and report Federal Vocational Education allotments. In computing percentages, determine the Part B Federal funds incumbered or expended in Fiscal Year 1973 or carried forward to Fiscal Year 1974 under the Tydings Amendment.

A program in the context of this survey means any individually, OE coded instructional program. For purposes of this survey, an existing program means that the appropriate State Agency or State Official had approved the program for operation by official action before July 1, 1972.

Instructions For Each Item

No. 1 - Determine the percentage of the total Fiscal Year 1973 Part B Federal allocation received by the State which was incumbered or expended for continuing existing programs. (as defined above)

No. 2 - In determining the percentage, include all funds incumbered or expended to extend or improve programs in existence prior to July 1, 1972 by such means as adding training stations, program modifications, remodeling facilities, installing new or additional equipment, (Replacement or repairs to existing equipment or facilities is not considered as improvement or extension of programs.) initiating the first use of teaching aides, installing all new instructional materials, for installing a new curriculum, or employing supplementary instructional or guidance personnel for the program. Include the total Part B cost of operating such programs, not only the cost of extending or improving them.

No. 3 - In determining the percentage for this item, include all FY 1973 Part B Federal funds incumbered or expended for developing, installing, and operating new Part B programs which were approved after June 30, 1972. When new programs replaced programs in existence prior to July 1, 1972, count as new programs all such replacements only when their occupational objectives were significantly changed. Those for which objectives were only modified should be included in No. 2 under extending and improving programs. Program approvals after June 30, 1972 which incumbered or expended funds for construction and initial equipment purposes should be included in this item.

No. 4 - In determining the percentage incurred or expended for State level administration, note that administration is a purpose for which Federal funds are authorized under ancillary services and activities. State level administration is not distinguishable in other Federal reports from other purposes such as teacher training and supervision; local administration; evaluation; special demonstration and experimentation; development of instructional materials, etc. In determining the actual percentage of Federal Part B funds incumbered or expended for administration, include only State level administration costs. Include where applicable, normal overhead such as salaries, travel, and office space of State Vocational Education officials and the amount paid to other State agencies (such as budget and personnel offices) for services provided to the State Vocational Education agency and included as an indirect cost.

No. 5 - Determine the percentage of all State level Vocational Education administration costs which are covered by Federal funds provided under all parts of the Vocational Education Amendments of 1968. Use the same definition for administration and the relevant instructions in No. 4 above. This item differs from No. 4 only in that No. 4 concerns itself with that percentage of the Part B Federal funds incumbered or expended for State level administration where No. 5 asks the percentage of the total costs of the State for State level administration of the VEA of 1968 (Include in No. 5 all funds used for State level administration from all sources, including those attributable and paid to other agencies by application of the D/HEW approved indirect cost rate) covered by Federal allotments received by the State for this same Act.

- - -

SEE EXAMPLE BELOW

OMB No. 51-S74064
Expires January 31, 1975

SURVEY OF SELECTED EXPENDITURES UNDER THE VOCATIONAL
EDUCATION AMENDMENTS OF 1968, PART B FUNDS

UNITED STATES OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

FISCAL YEAR 1973

State	Person Completing Report	Telephone No.

(BEFORE COMPUTING PERCENTAGES, PLEASE CONSULT INSTRUCTIONS FOR EACH ITEM)

1. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to maintain and operate existing instructional programs (OE coded) that were approved prior to July 1, 1972.

2. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to extend and improve existing programs approved prior to July 1, 1972.

3. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to develop, establish and operate new programs approved after June 30, 1972.

4. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended for State level administration.

5. ______ In providing State level administration for all parts of the Vocational Education Amendments of 1968, what percentage of such costs were covered by the FY 1973 Federal allotments for all parts of the VEA of 1968.

For purposes of verifying each response, please indicate the total FY 1973 Part B Federal dollar amount used in computing the percentages for items 1 through 4 above, but do not include the Part B amounts which supported excluded activities and services noted in the General Instructions. $______________

This space for use by Regional OE officials.
EXAMPLE:

__________ Indirect Cost Rate

$_________ Total amount the State Vocational Education Agency was required to pay for indirect costs. (Please explain if computing the indirect cost rate amount would produce a figure different than the amount actually assessed. Also indicate none if payment was not required of the State Vocational Education Agency.)

Mr. PIERCE. I would like to give you a few results of that summary, but, before doing that, I would like to caution you on a couple of things.

First of all, the data is still very new and it has not yet been validated. We have evidence that some States reported to us inaccurately, because some disinterpreted some of the survey questions.

We are now going back and validating that data.

The second thing I would like to point out is that the summary pertains only to 1 year.

We froze time to 1973, and asked some questions about only 1973. You have to be very careful, therefore, that you do not let that lead you to believe, in terms of the State's expenditures in 1973, that that is necessarily the way they spent their money in 1968 or 1969.

But, having asked that you bear those two factors in mind, I would like to share with you, if I may, some of the things that we found in that analysis.

In the first place, the States reported to us that for administration out of part B vocational education, the national average is 7.2 percent; in other words, 7.2 percent of all the part B funds were for the administration of vocational education. That is a variance with the 16 percent that GAO estimated.

Not until we had the results of the special survey could the administrative portion of ancillary costs be interpreted.

We also took a look at the seven States that GAO went into in terms of their administration, and found that the average in those States varies from 5 percent in one State to 18 percent in another State and, therefore, you find just a mixed pattern. And GAO——

Senator PELL. Which was the 18 percent and which the 5 percent figure?

Mr. PIERCE. Washington was 18 percent.

Five percent was reported as being Ohio.

The average for those seven States across the Nation is 8.7 percent as compared to the 7.2 percent for all States.

Senator PELL. But, to be specific, for instance, would it be a correct to say that every employee in the California office of vocational education is paid for with Federal funds?

Mr. PIERCE. Yes. That is a separate issue and a separate item.

Senator PELL. Is that a correct procedure, to do that?

Mr. PIERCE. That is a judgment that I think, in considering the vocational education legislation, that Congress has to grapple with.

The current language of the law makes it permissible for States to spend and to use Federal funds to support their total staff. The law simply requires that they match statewide on a 50-50 basis, not by purpose, and so it is permissible to do that.

Senator PELL. What would the Administration recommend?

Mr. PIERCE. I think the administration is of the opinion that complete support for a States total staff with Federal funds is certainly inordinate and is not what Congress intended, that there needs to be some suggestions of a limit.

Senator PELL. Well, if it is inordinate, why has not OE stopped this in the review process?

Mr. PIERCE. Because it is not illegal, Mr. Chairman. We have no basis for disapproving this practice.

Within the statute they are allowed to do this.

Senator **Pell**. It is up to us to remedy it.

Mr. **Pierce**. That is right.

We would argue the 5 percent, the maximum which GAO recommended, is too stringent, and you will not get the kind of leadership that is needed and required around the Nation if you limit the Administration to that amount, since 7.2 percent is the national average, particularly if you take into consideration GAO's recommendations that the States engage more in planning, long-range planning, and in evaluation of programs, all of which require State staff and, therefore, added State expenditures.

Senator **Pell**. Why is 5 percent too little?

I think the title I figure is something like 1 percent.

Mr. **Pierce**. One percent?

Senator **Pell**. Yes.

Mr. **Pierce**. I cannot speak to the title I program. I know the Adult Basic Education program, which is under my responsibility, has a 5-percent limitation, and based upon the analysis and the feedback we get from the States, that 5 percent is a limiting factor in their being able to provide the kind of leadership they need to provide in an adequate adult basic education program.

I, therefore, think 5 percent is too stringent.

It is really a matter of taking a look at what is happening, and then, I think, Congress deciding what seems to be an appropriate figure.

My advice, my recommendation, would be that 5 percent is too limited. I am afraid 5 years from now, Mr. Chairman, we will be back criticizing the States for not providing for adequate leadership and we will be faced with the dilemma of saying, well, we told them they could not spend that much money on administration.

Senator **Pell**. In fiscal years 1971–73, the GAO reported that the proportionate disadvantaged and handicapped people enrolled in vocational education programs declined relative to the total enrollments.

In other words, fewer of the handicapped as compared to the total.

I believe your Bureau replied that this was not so.

How do you explain this discrepancy?

Mr. **Pierce**. We did not say that the total enrollment percentage had not declined. We did, however, in assessing the data, suggest that the total overall expenditure in vocational education for disadvantaged and handicapped had not declined. As a matter of fact, if you take into consideration Federal, State and local expenditures, the total expenditure was going up. Our data shows that we did support the GAO finding.

Senator **Pell**. So, in other words, there is a smaller proportion presently of disadvantaged people getting vocational education than in the past?

Mr. **Pierce**. You are talking about enrollments?

Senator **Pell**. Yes.

Mr. **Pierce**. Yes, the proportion is smaller.

There is a smaller proportion in terms of the total enrollment. The proportion has, indeed, gone down.

But, again, remember, Mr. Chairman, the incredible difficulty and expensive programing in serving the needs of these people. It simply is more difficult and more costly to provide programs for the individuals who have these handicaps and, consequently, it does not necessarily follow that proportions should remain the same.

Senator PELL. Senator Beall.

Senator BEALL. Thank you, Mr. Chairman.

I apologize for coming in in the middle of your testimony, but I was out in Maryland visiting a school this morning. That is why I was late.

I would ask now to put a statement in the record I would have made had I been here at the initiation of the hearing.

[The statement referred to follows:]

OPENING STATEMENT OF SENATOR J. GLENN BEALL

Mr. Chairman: I congratulate the chairman for scheduling these hearings. With the Vocational Education Act scheduled to expire this June, we have an opportunity to examine both the progress and the problems of vocational education since the 1968 act.

Vocational education is an area of major concern and interest to me. In a 1971 floor statement, I expressed my displeasure with the state and status of vocational education in the United States I said:

"For too long vocational education has been relegated to the bottom of the educational priority heap. This is exceedingly unfortunate. The Federal Government invests $14 in the Nation's institutions of higher learning for every $1 it invests in vocational education; yet 80% of the job opportunities available in the United States today do not call for a college education; nor will they for the foreseeable future. The Federal Government continues to invest nearly $4 in *remedial* manpower programs for every $1 it invests in *preventive* vocational education. What a fertile area for priority reordering!"

In the Project Baseline Report of November, indications are that we still are placing our emphasis on remedial efforts, I quote: "The cost of training approximately 150,000 persons in the manpower programs in fiscal year 1973 was about one-fourth the total Federal, State, and local cost of training eighty times as many students in vocational education."

While it is difficult to see any value in our present economic difficulties, they may serve to dispose of a longstanding myth—namely that the college sheepskin is a grantor of success and security.

While college education is most important, it has been oversold in this country. As a result, we have too many college graduates, particularly in some areas.

While educators and guidance counselors like to point to the fact that approximately 50% of high school graduates go on to college, the fact is that all students now and the foreseeable future will not need or require a college education. By using the number of students who enter college the impression is often given that the college degree tomorrow will become as common and as required as the high school degree today.

It is no wonder that there is such pressure by parents on their sons and daughters getting college degrees. However, the facts simply do not support that impression. Today in this country 70% of our population has a high school degree, 30% some college, and 15% a baccalaureate. In 1990 when the first grader of today will be completing his first few years as a worker or in college, 80% of our labor force will have a high school degree, 40% have some college, and 22% will have a baccalaureate degree.

Projections indicate that although jobs may require specialized training, 80% of such jobs will not require a college education. So, Mr. Chairman, I am looking forward to this examination of the GAO report and evaluation of the vocational education efforts so that we might provide proper attention to the majority of students who are not and should not be college bound.

Senator **Beall**. As I came in, you were talking about relative administrative costs, and I note that in California, 12 percent is used for administration-support activities. That is 12 percent of the Federal funds are used for administrative-support activities, but only 2 percent of the total funds.

This amounts to only 2 percent of the total funds expended for vocational education.

Is this good or bad, or how do you react to it?

Mr. **Pierce**. Well, what you see, obviously, Senator, is for those States that receive large amounts of Federal education money, the amount they spend for administration would be a smaller percentage on a proportionate basis.

If you look at Alaska, the percentage, I believe, is 22 percent of the total expenditure that is Federal in nature.

But Alaska is the State that gets a proportionately smaller amount of Federal funds, so that you would expect that kind of difference.

What you need to look at is the total national picture, and what we find is that 23 States in the Nation range from zero to 9 percent, the percentage of part B used for State level administration. Twenty-one of the States range from 10 to 19 percent.

So, in California's case, they did indeed use 100 percent Federal funds for administration but that represents 9 percent of their part B allotment.

Senator **Beall**. How do you rank the States, though, according to your vocational education programs? Is California toward the top of the list?

Mr. **Pierce**. In terms of the money received?

Senator **Beall**. No. Performance.

Mr. **Pierce**. Oh, quality.

Senator **Beall**. Quality of the program, which is the ultimate goal, I suspect.

Mr. **Pierce**. Yes, certainly.

I think that is a question I had better not try to answer at this moment in terms of trying to rank California against Ohio.

Senator **Beall**. I do not want to cause you to come down too hard on one particular State or favor one more than the other, but I think there has to be some relationship between the money spent and the quality of the program provided. I do not think you can categorically say something is bad because it is a large amount of money. It may be good if it produces quality.

Mr. PIERCE. That is correct.

What should one base the quality on? Is it the number being served? Is it secondary programing? Is it the amount of training slots available? Is it the kind of program that is being offered, and does that meet the needs, the labor market needs?

All of those factors have to be taken into consideration when one considers quality, and certainly California, in specific response to your question, has been ranked as a leader in the Nation in all of those factors over the years.

Senator BEALL. OK.

The GAO report suggests that States be required to use a portion of their funds for planning.

First of all, has there been a relationship established between good planning and good State efforts and, second, if this is the case, who should be involved in the plan?

Mr. PIERCE. I think there has been a relationship established and I think we can show those.

Although it is difficult to quantify, I think we can show a relationship between those States that have spent time and effort in planning as compared to those who perhaps have not spent as much time.

As a matter of fact, we tried to do that. We have suggested in our proposed legislation that will be submitted, hopefully, very soon, that planning is one of the key elements we certainly concur with GAO's recommendation because we have, as a part of that legislative proposal, some language that suggests that for the first time funds can be used and should be used to support broad statewide planning efforts.

Now, the second part of your question is: Who should be involved? We think that the State department of education, of course, or whatever the State agency is, the sole State agency, that has responsibility for education should take the lead, but it should involve the public in determining what the needs are. It certainly should involve people who know what the market will bear in terms of business, and industrial leaders around the Nation.

It certainly should involve the State advisory council for vocational education. And, finally, it should involve those people whose needs are to be served by this legislation: the disadvantaged, the handicapped, and so forth.

It should also involve, and we recommend in that legislation, the establishment of local planning and advisory activities with participants broadly representative of local community interests who could serve to advise the State advisory council who could then advise the State.

We also recommend that the people responsible for these activities include the prime sponsors in such long-range planning.

Insofar as we have been guilty of planning in a vacuum, and we simply cannot tolerate that, and our legislation, we think, provides language to prevent that from happening in the future.

Senator BEALL. The GAO further suggests there should be a limitation of the amount of Federal funds that should be used to maintain existing activities.

How do you react as to this suggestion?

Mr. PIERCE. In this same survey, Mr. Chairman, we took a look at that because we knew that the language of the law made it permissible to use funds to maintain as well as expand and improve programs.

We did not have an assessment of how much was being used for maintenance.

In the analysis that we did, we found that 40 percent of the Federal vocational funds in 1973—and I must again caution that we are only talking about 1973—that 40 percent of the funds across the Nation were used for maintenance and yet that ranged from 2 percent in one State, to 4 percent in another State, to 89 percent in another.

So it is a very broad picture across the Nation.

The average is 40 percent. Again, across the Nation, another 40 percent of the funds were used for new and expanded vocational education programs.

The question, I think, before Congress is: Do you think it is appropriate to spend some parts of the vocational education fund for the maintenance of vocational education programs?

For example, if you take a look at a State that has a high maintenance figure now, what you may well be seeing is that in 1968 and 1970, that State spent an incredibly high percentage of funds on new programs, and they got their new program started in 1968 and 1969 and 1970.

Those programs are still continuing to meet the needs of the people that they are serving: disadvantaged, handicapped, postsecondary people.

Now, the question is: Should they continue to maintain with Federal funds at least some percentage of the operating costs of those programs that are still meeting the needs of the people?

That is permissible under the law and, as I have said, the national average seems to suggest that about 40 percent of the total money is being spent for that purpose.

I find it personally difficult to suggest that we ought not to allow Federal funds to be spent for maintenance. However, as I said in my testimony, we think that the vocational education funds certainly should be used for other purposes as well.

So our new legislation will emphasize that and will suggest that higher percentages of the money should be used for innovative and exemplary kinds of programs, and therefore, will respond to this concern of GAO by just simply making more of the funds available for new programs than for the maintenance of old programs.

Senator BEALL. Perhaps it is better to measure this and compare it with total amounts rather than trying to establish which part is for maintenance and which part is for innovation. You come up with the same result if we relate it all to the total.

Mr. PIERCE. I think therein lies the dilemma that we face in the vocational education program. I think what GAO found when they went to these seven States was that because of the historic arrangement, going back to 1917 that Federal funds for vocational education have a tendency to become blurred with the total State and local program funds. Things are happening, but it is very difficult to track those dollars and determine whether or not those things that are happening that are innovative and catalytic and so on, are indeed resulting from the use of Federal funds.

You can make the argument if it were not for the Federal funds, there would not be State funds available to do other kinds of things. But the problem, I think, GAO finds is that if you use that kind of rationale, it is very, very difficult for Congress to really ever say to itself here is what the Federal dollar is really accomplishing at the State and local level. We think our legislative proposal may help the Congress in that dilemma.

Senator PELL. Thank you.

Another need that I think we have is for vocational education in the prisons. I am correct in saying our Nation enjoys the unenviable position of having the highest rate of recidivism of any nation in the world. Except perhaps for South Africa and South Vietnam, we have the largest number of people behind bars of any nation in the world.

What work is being done in the area of vocational education in our prisons?

Mr. PIERCE. There is something being done, Mr. Chairman—as you go from State to State.

Probably not as much as should be. Perhaps not as much as could have been with the existing funds——

Senator PELL. What percentage of Federal dollars is being spent?

Mr. PIERCE. I do not know that.

Senator PELL. Could you submit that for the record?

Mr. PIERCE. If we have the data I will submit it.

One of the things we have to grapple with Mr. Chairman, is that we do not yet have an adequate data base for vocational education—adequate information that comes to us that allows us to provide good geographical information and we are in the process of developing a better system of acquiring data and if we have that information available we will provide it immediately.

If we do not and the committee would so instruct we can perhaps do a survey.

Senator PELL. To be specific, since you are the Deputy Commissioner, are you aware of what the Federal Government has done in regard to vocational education in prison?

Mr. PIERCE. I know what has been done at some places.

Senator PELL. What role has the Federal dollar played in training people?

Mr. PIERCE. I cannot at this moment tell you what the specific role the Federal dollar has played in training people in vocational education in the penal institutions.

Senator PELL. Should you not be aware of that as Deputy Commissioner?

Mr. PIERCE. One should be aware of a lot of things that we simply cannot collect data on.

We simply do not have information on it. We are limited by what OMB will allow us to collect.

The data we collect is limited by what OMB allows. One of the major dilemmas we face, Mr. Chairman, I think it is a dilemma that

Congress faces and that is the collection of information at the State and local level becomes a horrendous burden for educators in the States and at local levels.

Senator PELL. It may be a horrendous burden but this is a big problem, a major problem, and I would have thought that you as a responsible person would have an awareness of what prison programs are in existence, what Federal dollars are going to fund the whole program, whether it is being used for administrative costs or not. Remember the Department has $100 million under this act for vocational education research; certainly this type of information cou[illegible] have been collected.

I would have thought you would have had a feel for it.

Mr. PIERCE. I have a feel for it, Mr. Chairman.

Senator PELL. Give me your impression then.

Mr. PIERCE. I cannot tell you specifically how much money is being spent.

My feel is therefore based upon what State directors tell me is being done.

Senator PELL. Give me a specific example of a couple of programs.

Mr. PIERCE. Specifically, we have tied some manpower programs—manpower funds with vocational education funds in Georgia to improve and to provide vocational training for prison inmates. We have tied those together.

California has been working at this and Sam Barrett is here and I suggest you ask him specifically what they are doing in California. I know that California is providing training for people in prisons.

My own State of Michigan—when I was there—was providing Federal funds to do training in prison systems, to improve the vocational education programs in those places as they were supported by State and local funds.

We felt it was appropriate for the vocational education funds to be used to help acquire new and updated equipment for buildings constructed with other funds rather than moving in old antiquated equipment, so that we worked with the department of corrections in that State and really provided the Federal funds for the acquisition of new updated equipment. That kind of activity is going on all over the country.

But my problem is I just do not have any way of measuring that and getting data back.

Let me make one other comment if I may.

We know it is a problem and in our proposed legislation we suggest that this is one of the areas that we ought to stress nationally, the vocational educator ought to stress and provide more programing in this area. So we are aware of the problem, Mr. Chairman, but we just do not have—because of the data collection systems—a specific handle on what is being done and how much is being done.

Senator PELL. I thought you told me that too much emphasis was being placed on collecting data which then becomes a nuisance, and yet you do not have the information we want.

Mr. PIERCE. No.

What I was trying to say, Mr. Chairman, I do not believe too much is being done.

I am simply saying when you try to deal with people at the State and local level they are very concerned about the amount of data collection that the Federal Government does and they view this as a very difficult problem they have to deal with and therefore that becomes a difficult problem for us to deal with but we are really trying to grapple with this whole business.

Senator **Pell**. Now, let me be specific and ask you to submit for the record a brief summary or brief breakdown of the amount of Federal taxes used for vocational education in institutions.

What are the States spending and how is it divided between Federal and State and local correctional institutions?

If you would find time to improve the record we would appreciate it.

That information, I would think could be submitted to us within 2 or 3 weeks.

Mr. **Pierce**. We have a report that was recently compiled which addressed itself in general with that, the whole topic; but, Mr. Chairman, we would be happy to provide that but I am not sure it gives you the dollar-by-dollar breakdown. We will have to augment that report.

Senator **Pell**. This is what I would like broken down, State by State level; and also the kinds of correctional institutions, whether Federal or non-Federal.

[The information referred to follows:]

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

MAY 27 1975

Honorable Claiborne Pell
Chairman, Subcommittee on Education
Committee on Education and Labor
United States Senate
Washington, D.C.

Dear Senator Pell:

Thank you for your letter of May 9 concerning vocational education.

We are now conducting a survey of the extent of vocational education being provided in prisons. A copy of the survey instrument is enclosed for your information. We expect to provide you with a summary report in two or three weeks.

With regard to strengthening legislation, we believe that the Administration's current proposal for vocational education provides the flexibility and programmatic incentive to begin to address the special needs of incarcerated persons. Funding is, of course, always a limitation in that State agencies administering vocational education have been seeking to respond to the demands for assistance from the public schools and have not been able to direct significant resources to prisons. The funding issue, more than legislative authority, will have to be forthrightly addressed.

We are currently developing tables to display the State-by-State distribution of funds under the various authorities and funding levels you also requested in your letter. These will be made available to you shortly.

Thank you for your continued interest in vocational education.

Sincerely,

T. H. Bell
U.S. Commissioner
of Education

Enclosure

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

JUL 23 1975

Honorable Claiborne Pell
Chairman, Subcommittee on Education
Committee of Education and Labor
United States Senate
Washington, D.C.

Dear Senator Pell:

This is in further reference to Commissioner Bell's letter of May 27 concerning vocational education expenditures for offenders.

We have completed a National survey on expenditures for vocational education in correctional institutions. The report displays State-by-State distribution of funds under the various authorities, the funding levels in the various States, and the number of persons served in the States. Enclosed is a copy of this report for your information.

The issue of making vocational education available to offenders is also of prime importance to us. We appreciate your continuing interest in this subject and welcome the opportunity to assist you in developing oversight information on vocational education for use in strengthening authorizing legislation for this important program.

Sincerely,

John W. Evans
Acting U.S. Commissioner
of Education

Enclosures

U.S. OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

SURVEY OF FUNDS ENCUMBERED OR EXPENDED IN FISCAL YEAR 1973 UNDER THE VOCATIONAL EDUCATION ACT OF 1968, AS AMENDED, FOR PROGRAMS SERVING PERSONS IN ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS

JULY 1975

U.S. OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

SURVEY OF FUNDS ENCUMBERED OR EXPENDED IN FISCAL YEAR 1973 UNDER THE VOCATIONAL EDUCATION ACT OF 1968, AS AMENDED, FOR PROGRAMS SERVING PERSONS IN ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS

In order the comply with numerous outside requests, including a particular inquiry from Senator Clairborne Pell of the Senate Subcommittee on Education, the several States and outlying areas were surveyed regarding the amount of funds encumbered or expended in fiscal year 1973 under the Vocational Education Act of 1968, as amended, for programs serving persons in adult and juvenile correctional institutions.

The States were instructed to provide information for vocational education programs serving any person incarcerated as the result of detention or conviction through a judicial process. The instructional services may have been provided in the institutional setting, in another facility, or on the job; but, it must have been provided under the auspicies of the State agency for vocational education. Instructional programs provided under the auspicies of other State agencies, such as, the State department of corrections, were excluded from this report.

The results of the survey have been tabulated and analyzed and include the following information:

Table 1. State-by-State Dollar Expenditures
- The amount of FY 1973 funds used under the Vocational Education Act of 1968, as amended
- The amount of State and local funds used in FY 1973 under the auspicies of the State agency for vocational education
- The combined total of Federal funds under the Vocational Education Act and State and local funds used in FY 1973
- The total Federal expenditure under the Vocational Education Act as a percent of the combined total
- The number of persons served with the funds shown and the average amount of funds expended per person

Table 2. Percent Distribution of Expenditures by Parts of the Act

Table 3. Range Distributions of Expenditures and Persons Served

Table 4. Range Distributions of Percentages of Expenditures

U.S. OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

SURVEY OF FUNDS ENCUMBERED OR EXPENDED IN FISCAL YEAR 1973 UNDER THE VOCATIONAL EDUCATION ACT OF 1968, AS AMENDED, FOR PROGRAMS SERVING PERSONS IN ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS

TABLE 1. STATE-BY-STATE DOLLAR EXPENDITURES

STATE	Expenditures Under The Vocational Education Act of 1963, As Amended				State and Local VEA Related Funds	Combined Total:VEA'68 Plus State and Local		Persons Served	
	Total	From Sec. 102(b)	From Part B	From All Other Parts		Amount	%Federal	Number	Average Cost Per Person
ALABAMA	$ 201,571	$ 201,571	--	$ --	$ 160,612	$ 362,183	56 %	516	$ 701
ALASKA	3,919	--	3,919	--	--	3,919	100	24	163
ARIZONA	153,172	93,333	59,839	--	--	153,172	100	225	680
ARKANSAS	124,359	72,752	46,809	4,798	1,200	125,559	99	246	510
CALIFORNIA	19,000	19,000	--	--	--	19,000	100	350	54
COLORADO	33,336	7,405	25,931	--	421,919	455,255	7	497	916
CONNECTICUT	179,780	179,780	--	--	23,619	203,399	88	1,400	145
DELAWARE	87,725	69,982	12,785	4,958	231,300	319,025	27	620	514
DISTRICT OF COLUMBIA	--	--	--	--	--	--	--	--	--
FLORIDA	19,138	--	19,138	--	1,196,274	1,215,412	2	1,673	726
GEORGIA	--	--	--	--	--	--	--	--	--
HAWAII	34,027	--	34,027	--	47,819	81,846	42	88	930
IDAHO	--	--	--	--	--	--	--	--	--
ILLINOIS	482,365	482,365	--	--	*	482,365	100	2,500	192
INDIANA	213,581	--	213,581	--	193,172	406,753	53	807	504
IOWA	81,634	71,690	9,944	--	60,162	141,796	58	154	920
KANSAS	25,395	25,395	--	--	*	25,395	100	50	507
KENTUCKY	112,552	--	112,552	--	115,012	227,564	49	794	286
LOUISIANA	129,892	45,679	84,213	--	133,466	263,358	49	883	298
MAINE	46,165	--	46,165	--	--	46,165	100	*	--
MARYLAND	98,646	43,062	55,584	--	222,608	321,254	31	2,273	142
MASSACHUSETTS	328,470	2,500	325,970	--	1,642,350	1,970,820	17	1,100	1,791
MICHIGAN	26,873	--	26,873	--	148,180	175,053	15	302	579
MINNESOTA	309,739	253,004	56,735	--	140,635	450,374	69	1,681	267
MISSISSIPPI	194,503	68,536	125,967	--	3,334	197,837	98	1,136	174

*Not Available

TABLE 1. STATE-BY-STATE DOLLAR EXPENDITURES

STATE	Expenditures Under the Vocation Education Act of 1963, As Amended: Total	From Sec. 102 (b)	From Part B	From All Other Parts	State and Local VEA Related Funds	Combined Total: VEA' 68 Plus State and Local: Amount	% Federal	Persons Served: Number	Average Cost Per Person
MISSOURI	$ 100,394	$ 100,394	$ —	$ --	$ 8,895 *	$ 109,289	92 %	575	$ 190
MONTANA	617	—	—	617	50,684	51,301	1	179	286
NEBRASKA	28,986	—	28,986	--	28,987	57,973	50	60	966
NEVADA	32,296	—	32,296	--	144,281	176,577	18	1,022	172
NEW HAMPSHIRE	34,494	—	22,812	11,682	21,749	56,243	61	150	374
NEW JERSEY	16,643	—	16,643	--	50,000	66,643	25	250	266
NEW MEXICO	77,300	—	59,800	7,500	107,772	185,072	42	335	552
NEW YORK	—	—	—	—	--	--	—	--	--
NORTH CAROLINA	8,000	3,000	5,000	—	1,658,000	1,666,000	1	9,729	171
NORTH DAKOTA	59,122	49,817	9,305	—	16,392	75,514	78	172	439
OHIO	99,141	14,323	84,818	—	60,880	160,021	62	1,516	105
OKLAHOMA	--	--	--	--	72,433	72,433	--	606	119
OREGON	--	--	--	--	516,998	516,998	--	642	805
PENNSYLVANIA	435,346	65,000	361,132	9,214	1,596,780	2,032,126	21	2,641	769
RHODE ISLAND	36,320	28,305	--	8,015	—	36,320	100	70	518
SOUTH CAROLINA	46,003	--	46,003	--	--	46,003	100	63	730
SOUTH DAKOTA	46,052	46,052	--	--	26,542	72,594	63	220	329
TENNESSEE	4,706	—	4,706	—	24,703	29,409	16	34	864
TEXAS	182,819	100,157	66,636	16,026	811,531	994,350	18	2,326	427
UTAH	--	--	--	--	--	--		--	--
VERMONT	5,978	—	—	5,978	1,085	7,063	85	239	29
VIRGINIA	143,852	--	143,852	--	143,870	287,722	50	371	775
WASHINGTON	17,073	17,073	--	--	290,401	307,474	6	730	421
WEST VIRGINIA	8,483	--	8,483	--	--	8,483	100	45	186
WISCONSIN	129,793	--	129,793	--	23,942	153,735	84	457	[illegible]
WYOMING	--	--	--	--	--	--	--	--	--
AMERICAN SAMOA	--	--	--	--	--	--	--	--	--
GUAM	--	--	--	--	--	--	--	--	--
PUERTO RICO	134,437	107,066	27,371	--	*	134,437	100	*	--
TRUST TERRITORY	—	—	—	—	—	—	—	--	--
VIRGIN ISLANDS	—	—	—	—	—	—	—	--	--
TOTALS	$ 4,553,697	$2,167,241	$2,317,668	$68,788	$10,397,587	$14,951,284	30%	39,751	$ 376

* Not Available

U.S. OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

SURVEY OF FUNDS ENCUMBERED OR EXPENDED IN FISCAL YEAR 1973 UNDER THE VOCATIONAL EDUCATION ACT OF 1966, AS AMENDED, FOR PROGRAMS SERVING PERSONS IN ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS

Table 2. Percent Distribution of Expenditures by Parts of the Act

STATE	Total Amount	Percentages		
		From Sec. 102(b)	From Part B	From Other Parts
ALABAMA	$ 201,571	100%	---%	---%
ALASKA	3,919	---	100	---
ARIZONA	153,172	61	39	---
ARKANSAS	124,359	58	38	4
CALIFORNIA	19,000	100	---	---
COLORADO	33,336	22	78	---
CONNECTICUT	179,780	100	---	---
DELAWARE	87,725	80	14	6
DISTRICT OF COLUMBIA	---	---	---	---
FLORIDA	19,138	---	100	---
GEORGIA	---	---	---	---
HAWAII	34,027	---	100	---
IDAHO	---	---	---	---
ILLINOIS	482,365	100	---	---
INDIANA	213,581	---	100	---
IOWA	81,634	88	12	---
KANSAS	25,395	100	---	---
KENTUCKY	112,552	---	100	---
LOUISIANA	129,892	35	65	---
MAINE	46,165	---	100	---
MARYLAND	98,646	44	56	---
MASSACHUSETTS	328,470	99	1	---
MICHIGAN	26,873	---	100	---
MINNESOTA	309,739	82	18	---
MISSISSIPPI	194,503	35	65	---
MISSOURI	100,394	100	---	---
MONTANA	617	---	---	100
NEBRASKA	28,986	---	100	---
NEVADA	32,296	---	100	---
NEW HAMPSHIRE	34,494	---	66	34

Table 2. Percent Distribution of Expenditures by Parts of the Act - Continued

STATE	Amount	Percentages From Sec. 102(b)	 From Part B	 From Other Parts
NEW JERSEY	$ 16,643	---	100%	---%
NEW MEXICO	77,300	---	90	10
NEW YORK	---	---	---	---
NORTH CAROLINA	8,000	38	62	---
NORTH DAKOTA	59,122	84	16	---
OHIO	99,141	14	86	---
OKLAHOMA	---	---	---	---
OREGON	---	---	---	---
PENNSYLVANIA	435,346	15	83	2
RHODE ISLAND	36,320	78	---	22
SOUTH CAROLINA	46,003	---	100	---
SOUTH DAKOTA	46,052	100	---	---
TENNESSEE	4,706	---	100	---
TEXAS	182,819	55	36	9
UTAH	---	---	---	---
VERMONT	5,978	---	---	100
VIRGINIA	143,852	---	100	---
WASHINGTON	17,073	100	---	---
WEST VIRGINIA	8,483	---	100	---
WISCONSIN	129,793	---	100	---
WYOMING	---	---	---	---
AMERICAN SAMOA	---	---	---	---
GUAM	---	---	---	---
PUERTO RICO	134,437	80	20	---
TRUST TERRITORY	---	---	---	---
VIRGIN ISLANDS	---	---	---	---
TOTALS	$4,553,697	48%	51%	1%

U.S. OFFICE OF EDUCATION
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SURVEY OF FUNDS ENCUMBERED OR EXPENDED IN FISCAL YEAR 1973 UNDER THE VOCATIONAL EDUCATION ACT OF 1968, AS AMENDED, FOR PROGRAMS SERVING PERSONS IN ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS

Table 3. Range Distributions of Expenditures and Persons Served

A. Expenditures under the Vocational Education Act

(1) Section 102(b) - $201,571

31 States spent no funds
12 States spent from $1 to $49,999
6 States spent from $50,000 to $99,999
7 States spent over $100,000

National average - $3,599

(2) Part B - $2,317,668

23 States spent no funds
19 States spent from $1 to $49,999
7 States spent from $50,000 to $99,999
7 States spent over $100,000

National average - $41,386

(3) All Other Parts - $68,788

47 States spent no funds
9 States spent from $1 to $49,999

National average - $1,228

(4) Total VEA '68 - $4,553,697

12 States spent no funds
21 States spent from $1 to $49,999
6 States spent from $50,000 to $99,999
17 States spent over $100,000

National average - $81,316

B. State and local vocational education related expenditures - $10,397,587

20 States spent no funds
12 States spent from $1 to $49,999
5 States spent from $50,000 to $99,999
19 States spent over $100,000

National average - $185,671

Table 3. Range Distributions of Expenditures and Persons Served - Continued

C. Combined Total: VEA '68 Plus State and Local Expenditures - $14,951,284

10 States spent no funds
9 States spent from $1 to $49,999
8 States spent from $50,000 to $99,999
29 States spent over $100,000

National average - $266,987

D. Numbers of persons served

12 States reported no persons served (for 10 of these States, no funds were used; for the other 2, the information was not available)
23 States served from 1 person to 499 persons
9 States served from 500 to 999 persons
12 States served over 1,000 persons

National average - 709 persons per State

U.S. OFFICE OF EDUCATION
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Table 4. Range Distributions of Percentages of Expenditures

A. Percent of total expenditures under the Vocational Education Act for:

(1) Section 102(b)

31 States spent no funds
7 States spent from 1% to 49%
10 States spent from 50% to 99%
8 States spent 100%

National average - 48%

(2) Part B

23 States spent no funds
9 States spent from 1% to 49%
9 States spent from 50% to 99%
15 States spent 100%

National average - 51%

(3) All Other Parts

47 States spent no funds
7 States spent from 1% to 49%
2 States spent 100%

National average - 1%

B. Percent of Combined Total: VEA '68 Plus State and local expenditures for:

(1) VEA '68 funds

12 States spent no funds
18 States spent from 1% to 49%
16 States spent from 50% to 99%
10 States spent 100%

National average - 30%

(2) State and local funds

20 States spent no funds
14 States spent from 1% to 49%
20 States spent from 50% to 99%
2 States spent 100%

National average - 70%

Senator **Pell**. Senator Beall.

Senator **Beall**. On that point, I think some of us are concerned about the evaluation—ongoing evaluation of Federal programs. It is very difficult to legislate if we do not know how well the programs already in place are working or if we have no indications where improvements are needed.

I think it is particularly important in these days when we are working with a shrinking Federal tax base and a very hard pressed, strained Federal budget that we know how effective our programs are.

And, the GAO report of course was somewhat critical of the OE evaluation, I suspect with some justification. I am wondering what your reaction is to perhaps using the GAO evaluation method, that is of taking scientific samplings and then a random sampling and looking at these programs and seeing if you cannot come up with some information that would be helpful to you in the administrative responsibilities and certainly would be extremely helpful to us in our legislative responsibilities because I thank we often are legislating in the dark here.

We are just writing a blank check and saying, "Do something." Is the money being applied in the right direction? Is it going to be used effectively? Also, we could require the States to use a similar evaluating approach.

How do you react?

Mr. **Pierce**. We use those evaluations, but let me say in terms of the GAO approach it is my understanding GAO had some 30 individuals involved in this study for a year and spent something like $450,000.

We simply do not have the resources to do that kind of evaluation of a program on an ongoing basis.

We have to look for other ways and better ways to evaluate.

Senator **Beall**. We are funding the State advisory councils.

Mr. **Pierce**. Yes, sir, and we are spending about $4.3 million to fund the State evaluation committees.

Senator **Beall**. You would not want their responsibilities of evaluation—they cannot advise very well if they do not have this information.

Mr. **Pierce**. They have a legislative responsibility for evaluation and insofar as those are effective they do tell the story of what is happening in the States.

We do take those into consideration.

Senator **Pell**. There seems to be some sort of insidious relationship with the advisory council which is made up of people intimately involved in the programs in the State.

Mr. **Pierce**. If I may say Mr. Chairman, I don't think that that is really an accurate representation to the State advisory boards.

As a matter of fact some of the relationships between the State advisory and the administrator are far from pleasant and you might call them adversaries, rather than incestuous. Most of the members of those State advisory councils, if you will recall, are the type of people who are equal in the legislation. It says who shall be on it and who they shall represent and those are usually appointed either by the State board or by the Governor and insofar as the resources allow they try to take an unbiased third party look at what is going on.

Senator **Beall.** You could make suggestions to the State advisory council.

Mr. **Pierce.** In what respect?

Senator **Beall.** Suggest priority items.

Mr. **Pierce.** Yes, I would make those kinds of suggestions.

Senator **Beall.** Rather than having them do everything. It seems to me maybe they are trying to do too much. Maybe it might be worthwhile if they evaluated a few rather than pretending to evaluate everyone.

Senator **Pell.** At this point I would like to consider for the record, if the Administration would provide, the membership of the State advisory councils, all 50, and the regular occupations of those individuals.

Mr. **Pierce.** Certainly.

[The information referred to may be found in the files of the subcommittee.]

Mr. **Cooke.** Might I add a couple of remarks on Senator Beall's comments.

I think that certainly we are in full agreement with the necessity for evaluation and good evaluation of vocational education and every other vocational program.

However, one of the problems we are constantly confronted with is the notion that administration money, whether it be for State or Federal administration is something that we should constantly be cutting down.

This is the attitude that is heard not only in the Congress of the United States but is also in strong consideration in some other circles.

The problem is that moneys for evaluation and planning and monitoring activities are categorized as administration kind of moneys. Therefore we constantly have problems, and I am sure States have problems, getting money to do the proper kind of evaluation and getting the kind of staff to do proper evaluation. This leads me to my second point, which is the advisory council as such.

It has been my experience over the past 4 years or so at HEW that one of the critical points of evaluation is the staff that does the evaluation.

It is not just something you can just pick up overnight.

It takes a great deal of experience and it takes quite a lot of work to get people that are capable of doing good evaluation.

It is not an easy process and certainly evaluation of educational programs as such did not begin to be big until the recent past.

I guess the third point I would want to make is that evaluation is something that requires implementation, and I think that is one of the things we also need to work on.

And, my fourth point would be with regard to the sampling techniques. I would suggest we continue to utilize the same kind of techniques that were utilized by the GAO in this particular evaluation of vocational education in which we do specific sampling and random sampling.

Senator BEALL. Can you tell us the results from the sampling techniques?

We have not been made aware of any evaluation reports or the samples you mention.

Mr. COOKE. I do not have any specifically but certainly there are other ones in the area of education that I think we have received and we will be happy——

Senator BEALL. I thought we were talking about vocational education.

Mr. COOKE. Right. I had more general comments and I will look to see what we have in the way of that and be glad to supply those to you.

[The information referred to may be found in the files of the subcommittee.]

Senator BEALL. In regard to your first point, surely there is criticism of administrative costs and there always will be but the reason you get the criticism is because from time to time many people do not know what the term administrative costs includes, and what is actually being accomplished with such funds.

If you could relate the cost to the particular task I think there may be some more sympathetic treatment of the funds appropriated and I am wondering if the GAO knows what the cost of their Federal funding in this area was.

Mr. AHART. As Dr. Pierce pointed out we spent about $450,000 on a fully allocated cost basis on the review—which translates to about 3,000 man-days of professional effort that went into the work in seven States as well as headquarters, and the analysis that we did of the nationwide statistics that are available. It is expensive to do evaluations.

I think OE could do much more by way of an analysis of the data which it now gets which would give it a handle on areas in which it might focus to give the States some assistance and help.

I am encouraged with the effort recently made to find out how the States are utilizing the money at the State level and I think this is the kind of thing that could be built into a natural feedback system. With a good analysis at headquarters and regional levels, we would have a better idea, as you pointed out, as to how much funds are going for administration, as opposed to planning, teacher training and evaluation which I think would be a useful feedback to OE headquarters as well as the committees that must deal with such things as the limitation, perhaps, on the amount of funds that can be retained at the State level for administration.

Senator BEALL. Could your sampling technique be used as a relatively inexpensive tool at the State level?

Mr. AHART. The technique we use is different depending on the type of study area and certainly there could be an emulation at the State and Federal level.

In this particular case it was not a scientific sampling. It was a judgment to try to get a cross-section by geographic areas as well as economic bases, type of job market that was available and so on; and one on which we consulted with the Office of Education—Dr. Pierce's office—prior to going to the field so that we would have some assurance it would be representative of the national program.

Mr. PIERCE. We have just recently done an analysis of the various vocational education evaluations in various parts of the program that have been carried out over the past 3 or 4 years.

Most of those evaluations are done by the Office of Planning, Budgeting, and Education and we requested certain evaluations based on their budget.

Two years ago they had a $10 million budget and this year they have a $5 million budget and therefore the evaluation that we can ask for and expect them to provide us has been limited. In assessing it there has been $6 million spent on the evaluation over the past few years in vocational education programs. And, like Mr. Cooke, I am surprised the committee has not seen the results of some of those evaluations and we would be certainly happy to look at all of those and bring them back for you.

[The report referred to follows:]

Contract No. OEC-0-73-6806

Final Report

A VOCATIONAL RE-EVALUATION OF THE BASE YEAR SURVEY OF THE HIGH SCHOOL CLASS OF 1972

PART I: SELECTED CHARACTERISTICS OF THE CLASS OF 1972

F. Reid Creech

PR-74-23 October, 1974

EDUCATIONAL TESTING SERVICE
PRINCETON, NEW JERSEY

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F. Reid Creech, Project Director

Educational Testing Service

October, 1974

The research reported herein was performed pursuant to a contract with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of Education
Office of Planning, Budgeting, and Evaluation

PREFACE

During the Spring of 1972 a large-scale survey of the senior high school class (class of 1972) was conducted throughout the United States. The purpose of the survey was to gather base year data as the first stage of a 6 to 8 year (approx.) longitudinal study. Instrumentation for the base year study was developed and field tried by the Research Triangle Institute, the sampling plan was designed by Westat, Incorporated, and the field work and construction of the computer data files were performed by Educational Testing Service. The first analyses and summaries of the data appeared in an 8-volume report titled, The Base-Year Survey of the National Longitudinal Study of the High School Class of 1972, by Hilton, Rhett, Creech et al., 1973 under Contract No. OEC-0-72-0903, for the U. S. Office of Education.

These analyses and tabulations, while voluminous, barely began to explore the possibilities for meaningful analysis owing to the large quantity of data gathered. The current study increases the depth of exploration somewhat, but also fails to exhaust the possibilities.

Since the possibilities for exploration are so great the current study has been strongly targeted into three specific areas of analysis, and within each area, further confined to issues which are of direct concern. Each area of analysis will be separately reported, with contents which might be described briefly as follows:

1. Educational characteristics of students and selected univariate explorations.
2. Multivariate explorations distinguishing Vocational/Technical students from others.
3. Student vocational and educational plans and aspirations.

This report is the first of those listed above and actually represents a collection of 8 smaller studies. The proper interpretation of these studies depends largely upon the reader's understanding of the nature of the data on which the analyses were conducted.

The sample design used for the collection of data was a two-stage stratified sample with different selection probabilities assigned to different students. Stage sampling presents a great administrative and cost advantage over many other forms of sampling but can sometimes produce imprecise results. Stratification can often produce highly precise results, however, so that the combination of the two methods hopefully gives something of the best of both worlds--high precision and low cost. Historically, the precision levels produced by such sample designs in an educational setting has been somewhat worse than that which would result from a simple random sample (SRS) of the same number of students; the variances which result are often 10% to 20% larger than the corresponding SRS variance.

This disadvantage is offset in the current study by the large number of students selected (17,726) which provides sufficient precision to allow very small effects to be detected. The numbers of students is so large in many comparisons that one must be constantly mindful of the magnitudes of the effects being considered. Frequently, one will observe statistically significant results for which the effects are so small as to be of little practical importance. Where reasonable to do so, the magnitudes of effects have been provided to facilitate this judgment.

Unequal selection probabilities presents a complication to the interpretation of results. The proportion of students in the sample who possess some attribute bears little overt relationship to the proportion to be found in the population. In consequence, characteristics of the sample are seldom useful. This problem has been overcome by adjusting sample data so as to yield estimates of population characteristics which then become the basis for discussion. Since subsample sizes are frequently so large as to render standard errors almost negligible, the emphasis on characteristics of the population produces a census-like impression of the study. On balance, such an impression is probably warranted, provided that one bears in mind that the study was not a census and that the instruments used for data collection sometimes contained low validity components. Where validity or reliability was especially relevant to a discussion an effort was made to provide whatever information was available.

Effort was also made to avoid an unnecessary proliferation of tables of means, standard deviations, subsample sizes, and the like. Numerous carefully drawn figures present data and results in suitable detail, hopefully in a form which can be readily grasped. In the special case of cumulative "less than" distributions the median and interquartile range can be read with fair accuracy from the graphs.

On occasion, two or more statistical methods might have been (and sometimes were) applied to a set of data to accomplish the same purpose. In such circumstances little difference in results is to be expected and where two or more methods were applied the results were quite similar. Since choice of method often was not critical methods of broad applicability could be used. All of a set of tests could be performed in the same way, allowing a more uniform exposition of the results.

If pressed for time, the reader may prefer to read the final chapter which summarizes the reports. Nonresponse biases have been detected in the sample; the reader may, therefore, prefer to read the first chapter prior to reading others.

The author wishes to express his appreciation to Ms. Martha Stocking and Ms. Judith Pollack-Ohls for their fine systems coordination and programming support, and to Mrs. Helen Westerberg for the preparation of the manuscript.

F. Reid Creech, Ph.D.
Research Psychologist

October 15, 1974
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CHAPTER 1

NONRESPONSE BIAS EFFECTS

INTRODUCTION

Two types of nonresponse bias may be studied within the data. The first type, bias due to schools or students that did not participate in the National Longitudinal Study, has been discussed in the NLS Final Report (1) and will not be further analyzed here. The earlier report indicated that low response rates of schools was often found in small schools (under 300 enrollments), often in the South, often in rural locations. When a school did not participate in the study, the sample of 18 seniors in that school also could not respond. In schools which did participate, however, some students did not. For such students it was usually possible to obtain information from the School Record Information Form (SRIF), and to compare the characteristics of nonparticipant students with those of students who participated. The resulting comparisons indicated that

> ...the participating student seems to be more academically oriented, higher in his class, less mobile, and less likely to be afflicted with learning disabilities than nonparticipants.

It was further indicated that while the biases between participants and nonparticipants seem to exist they are often small in magnitude. The response rates obtained in the survey were as follows:

School Questionnaire............	87%
SRIF............................	85
Counselor Questionnaire.........	83
Student Questionnaire...........	76
Student Test Battery............	72

While the response rates are low enough to permit bias to exist, they are apparently high enough to constrain the magnitude of bias to an acceptable level.

The second type of nonresponse bias is concerned with the differences between participating students who either did or did not complete the survey instruments. This form of bias--the bias created by the partial participation of students--is the topic of this chapter. Two approaches are used to evaluate and characterize the bias; the first is based on the response patterns of students within the Student Questionnaire, the second examines various groups of full and partial participant students through SRIF comparisons.

PARTIAL PARTICIPATION BIAS EFFECTS

Student Questionnaire Branching

The Student Questionnaire used in the National Longitudinal Study contained 11 separate sections, some which were to be answered by all students, others which were to be answered only by certain students. The instructions in the questionnaire provided 18 possible correct combinations of sections, one of which would have been selected by the student, and which would serve to typify him. We will refer to the particular combination of sections which a student may have selected as the student's "path" through the questionnaire. The types of students which were to select particular questionnaire sections are shown below:

Ques. Sect.	Type of Student Who Should Respond
A	All students
B	All students
C	All students
D	Students planning to work full time during the year after they leave high school
E	Students planning to enter an apprenticeship or on-the-job training program during the year after they leave high school
F	Students planning to enter military service during the year after they leave high school

Ques. Sect.	Type of Student Who Should Respond
G	Students planning to be full time homemakers during the year after leaving high school
H	Students planning to take vocational or technical courses at a trade or business school full or part time during the year after they leave high school
I	Students planning to go to a four-year college or university, junior or community college, or take college-level correspondence courses during the year after leaving high school
J	Students planning to work part time during the year after leaving high school
K	All Students

Thus, a student who planned to go to college part time and to work part time during the year after leaving high school would probably have selected the A-B-C-I-J-K path.

As is often found in questionnaires containing branches, some students failed to follow a proper path. This loss to the sample for the bias study consisted of 680 students, 4% of the student sample. The frequency with which the 18 paths were selected by students is depicted in Figure 1-1.

Prior to undertaking an analysis of partial response bias a preliminary analysis of partial response was conducted in order to determine the frequency and severity of the problem. Not all of the data collected during the National Longitudinal Study were intended to be used in the analysis of this report; consequently, the data to be used were isolated from the rest, then the number of students who omitted zero, one, two, etc., of the needed items in his path was computed. This was done separately for each of the 18 paths. In all but 5 of the paths the resulting frequency distribution showed strong right skew (which would be expected) and also showed a slight mode in the right tail--a

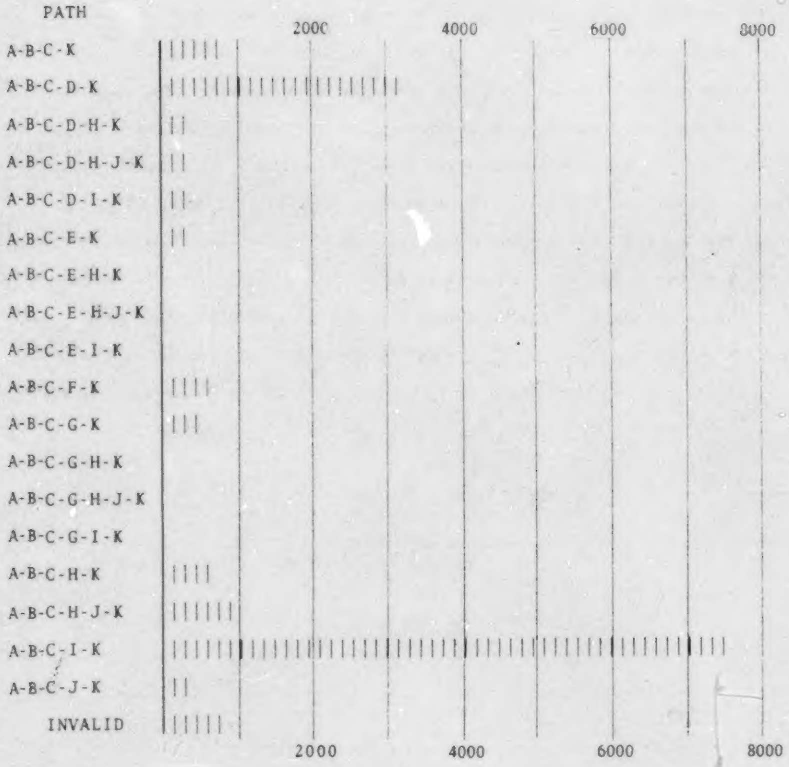


Figure 1-1

NUMBERS OF STUDENTS FOLLOWING VARIOUS PATHS THROUGH THE STUDENT QUESTIONNAIRE

Note: Each mark "|" represents approximately 150 students.
Fewer than 75 students in a category are not shown.

rather unusual finding. A representative example is shown in Figure 1-2 for path A-B-C-D-H-K. This finding suggests that a small proportion of the sample of respondents may represent a somewhat different kind of student from the rest in that they tend to omit large numbers of items. The numbers of such students were considered to be too small to allow additional analyses and consequently the subsample of students for each valid path were divided into two groups, those who completed every item on their path (full participants) and those who omitted at least one item (partial participants).

From an inspection of Figure 1-1 it can be seen that the frequencies with which students selected various paths differs considerably. Since later analyses would depend upon being able to compare various partitions of the students on a given path, it was decided to omit from the bias analysis any path (and its students) where the number of full or partial participating students was less than 50. This reduced the number of paths from 18 to 11. Those paths not analyzed are given in Table 1-1. All other paths were analyzed.

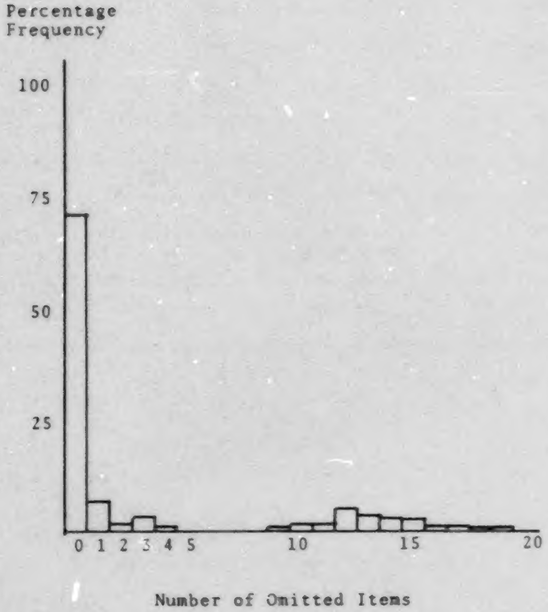
Table 1-1

Paths Deleted From Bias Analysis

A-B-C-E-H-K.......	Students planning apprenticeship or on-the-job training, and to take vocational or technical courses at trade or business school
A-B-C-E-H-J-K.....	Students planning apprenticeship or on-the-job training, to take vocational/technical courses at trade or business school, and to work part time
A-B-C-E-I-K.......	Students planning apprenticeship or on-the-job training, and to go to college or university
A-B-C-G-H-J-K.....	Students planning to be homemakers, to take vocational/technical courses at trade or business school, and to work part time
A-B-C-G-I-K.......	Students planning to be homemakers and to go to college or university
A-B-C-J-K.........	Students planning to work part time

Figure 1-2

Percentage Frequency Distribution of the Number of Omitted Items for Students on Path A-B-C-D-H-K



The Likelihood of Partial Participation

About one student in five (17%) was a partial participant. This proportion varied, however, according to the student's path. Path A-B-C-K, corresponding to students who had no plans for work, study, training, military, or homemaking for the year after high school, had the highest full participation rate (92%), while the lowest full participation rate (68%) was found in path A-B-C-D-H-J-K for students planning to work and to take vocational or technical courses during the year after high school.

A Chi-square test for equality of the proportion of partial participants was highly significant ($\chi^2_{10} = 221.01$, $p < .001$), indicating that the proportions vary appreciably by path. The data associated with this test are shown in Table 1-2, and indicate that the following paths:

A-B-C-K........students with no categorizable plans for the next year, and
A-B-C-F-K......students who were military oriented, and
A-B-C-I-K......students who were college oriented

had appreciably fewer partial participants than the average, and that paths:

A-B-C-D-H-K
A-B-C-D-H-J-K } students planning work and voc/tech training activities, and
A-B-C-H-J-K
A-B-C-D-I-K....students planning full time work and college oriented training, and
A-B-C-H-K......students planning voc/tech training

had appreciably more partial participants than the average.

Curriculum and Partial Participation

The NLS Final Report indicated that nonparticipant students incorporated a slightly higher proportion of students with one or more handicaps than that found among participants. An attempt was made in the current study to effect

Table 1-2

Association Between Path and Tendency Not To Respond

Path	Percent Partial Participants	Path Contribution to Chi-square	S.D. From 17.27%
A-B-C-K	7.76%*	44.45*	-6.70*
A-B-C-D-K	18.49	3.43	1.84
A-B-C-D-H-K	26.52	17.01	4.09
A-B-C-D-H-J-K	32.13	42.36	6.54
A-B-C-D-I-K	29.43	30.17	5.56
A-B-C-E-K	19.05	.44	.75
A-B-C-F-K	12.89	7.63	-2.78
A-B-C-G-K	17.79	.27	.26
A-B-C-H-K	26.50	38.84	6.22
A-B-C-H-J-K	22.05	13.34	3.66
A-B-C-I-K	15.16	23.07	-4.80
Overall	17.27%	$\chi^2 = 221.01$	

*The table is interpreted as follows: 7.76% of students on Path A-B-C-K were partial participants. Under the null hypothesis of similar partial participation rates for all paths, Path A-B-C-K contributes 44.45 to the Chi-square test. The 7.7% rate lies 6.70 standard deviations below the overall rate of 17.27%.

a similar comparison. Unfortunately, the number of handicapped students was too small to admit meaningful analysis.

It was, however, possible to explore the incidence rates of partial participation across the students' curricula, and to do so separately for each of the 11 paths. The analyses were conducted by Chi-square, testing whether the partial participation rate was the same for each of the curriculum subgroups. The degrees of freedom for the Chi-square test varied somewhat from one path to another owing to small subgroup sizes which required subgroups to be combined in the analysis. The results of the analysis are summarized in Table 1-3.

The interpretation of Table 1-3 will be illustrated by considering Path A-B-C-K. Students on this path are those having no categorizeable plans for the year following high school. Forty-four percent of the partial participants on this path were general curriculum students. The "+" sign before the percentage indicates that the proportion of general students who were partial participants exceeds the average rate for the path (8%). Partial participants from the Academic curriculum represented 24% of all partial participants on this path; yet, the proportion of partial participation for academic students (5%--not shown in Table 1-3) was less than the 8% average rate for the path, as indicated by the "-" sign before the percentage. Owing to small subgroup sizes, four curriculum groups were combined for this analysis: agricultural, distributive education, health, and home economics. Collectively, these four subgroups had a higher-than-average partial participation rate. The Chi-square test was conducted with 4 degrees of freedom and obtained a Chi-square value of 10.07, a result which would be considered significant at the .05 level.

Table 1-3

Summary of Partial Participation by Curriculum and Path

(Numbers in Percent of Curriculum Group)

Path	Path Rate	Gen.	Acad.	Agri.	Bus.	D.E.	Health	Home Ec.	Trade	(d.f.)	χ^2
A-B-C-K	8%	+44	-24	+5*	9	+5*	+5*	+5*	17	(4)	10.07 $p < .05$
A-B-C-D-K	18	+40	-14	2	23	3	+1	2	15	(7)	26.84 $p < .001$
A-B-C-D-H-K	27	39	16	11*	19	11*	11*	11*	16	(4)	5.63 $p < .25$
A-B-C-D-H-J-K	32	47	13	9*	17	9*	9*	9*	14	(4)	4.82 $p < .35$
A-B-C-D-I-K	29	40	34	6*	15	6*	6*	6*	6	(4)	4.22 $p < .40$
A-B-C-E-K	19	50	17	10*	10*	10*	10*	10*	23	(3)	1.01 $p < .80$
A-B-C-F-K	13	42	30	12*	12*	12*	12*	12*	17	(3)	2.80 $p < .45$
A-B-C-G-K	18	43	13	15*	29	15*	15*	15*	15*	(3)	2.17 $p < .55$
A-B-C-H-K	26	39	-27	+7*	20	+7*	+7*	+7*	7	(4)	15.95 $p < .005$
A-B-C-H-J-K	22	36	20	2	20	2	3*	3*	17	(6)	6.34 $p < .40$
A-B-C-I-K	15	+20	-71	--	+5	+1	+1*	+1*	+2	(6)	45.62 $p < .001$

Notes

* These categories were combined during analysis

+ The proportion of partial participants in this category was higher than average

- The proportion of partial participants in this category was lower than average

Four of the 11 paths tested (A-B-C-K, A-B-C-D-K, and A-B-C-H-K, and A-B-C-I-K) produced significant biases, generally of a similar pattern. General students, and students in agriculture, distributive education, health, and home economics tend toward unduly high partial participation rates. Students of academic curricula tend to produce unusually low partial participation rates. The four paths where bias was detected contain students who indicated some combination of the following plans for the year after high school: (a) no plans fitting the categories provided in the student questionnaire, (b) planning to work full time, (c) planning to take vocational or technical courses at a trade or business school, and (d) planning to further their academic education. It is notable that whenever curriculum differences were found they were generally of the same pattern, but that they were not to be found in every path. Moreover, there seemed to be no definite relationship between the presence or absence of a curriculum difference and whether the rate for the path was significant.

SRIF Comparisons of Full and Partial Participants

The final evaluation of partial participation bias effects was conducted by comparing Student School Record Information Form (SRIF) data of full participants with similar data from partial participants. This was accomplished by computing a Student's t-test for the difference between the means of the two groups on each of a series of variables taken from the SRIF. Some of the selected variates did not obtain a significant difference between the two groups on any of the 11 paths considered. These variates have been omitted from the list of variates in Tables 1-4a through 1-4k where the exploration is summarized. Mean differences were computed as (Mean Full Participants minus Mean Partial Participants).

Table 1-4a

Summary of SRIF Comparisons Between Full and Partial Participants

Path A-B-C-K: Students With No Categorizeable Plans

Variable	t	$p <$	$\omega^2 \times 100$
Class Rank ÷ Enrollment			
Scholastic Aptitude Test (Verbal) ÷ 100	2.64	.01	.8%
Scholastic Aptitude Test (Quant.) ÷ 100	2.62	.01	.8
Semesters of coursework in:			
Sciences			
Foreign Languages	2.22	.05	.6
Social Studies			
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.	-2.46	.02	.7
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 705

Note: t is computed as {mean (Full Participants) minus mean (Partial Participants)}

Table 1-4b

Summary of SRIF Comparisons Between Full and Partial Participants

For Path A-B-C-D-K: Students Planning To Work Full Time

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment	6.92	.001	1.4%
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences	2.07	.05	.1
Foreign Languages	4.89	.001	.7
Social Studies	-2.30	.03	.1
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business	2.57	.02	.2
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics	-2.22	.03	.1
Proportion in Remedial Reading or Lang.	-4.36	.001	.5
Proportion handicapped	-2.84	.01	.2
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 3280

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-4c

Summary of SRIF Comparisons Between Full and Partial Participants
For Path A-B-C-D-H-K: Students Planning Full Time Work and
Trade or Business School Courses

Variable	t	p <	ω^2 × 100
Class Rank ÷ Enrollment			
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English	2.03	.05	1.1%
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business			
Distributive Education	2.38	.02	1.6
Proportion of students who, within last year, took courses in:			
Science or Mathematics	2.48	.02	1.8
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 280

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-4d

Summary of SRIF Comparisons Between Full and Partial Participants

For Path A-B-C-D-H-J-K: Students Planning Part- or Full-Time Work and Trade or Business School Courses

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment			
Scholastic Aptitude Test (Verbal) ÷ 100	2.58	.02	2.0%
Scholastic Aptitude Test (Quant.) ÷ 100	3.31	.01	3.4
Semesters of coursework in:			
Sciences	-2.11	.05	1.2
Foreign Languages			
Social Studies			
English			
Mathematics			
Industrial Arts	3.31	.01	3.4
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course	2.26	.05	1.4
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 281

Note: t is computed as {mean (Full Participants) minus mean (Partial Participants)}

Table 1-4e

Summary of SRIF Comparisons Between Full and Partial Participants For Path A-B-C-D-I-K: Students Planning Full Time Work and to Pursue Academic Education

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment	2.15	.05	1.2%
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study	2.07	.05	1.1
Proportion in Neighborhood Youth Corps			

Total Sample Size: 297

Note: t is computed as {mean (Full Participants) minus mean (Partial Participants)}

Table 1-4f

Summary of SRIF Comparisons Between Full and Partial Participants
For Path A-B-C-E-K: Students Planning On-The-Job Training or Apprenticeship Programs

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment			
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business		No Significant Bias Detected	
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 250

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-4g

Summary of SRIF Comparisons Between Full and Partial Participants
For Path A-B-C-F-K: Students Planning To Enter Military

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment	2.71	.01	1.1%
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100	2.35	.02	.8
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies	2.29	.05	.7
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts	2.33	.05	.8
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics	2.50	.02	.9
Social Studies	2.21	.05	.7
...or were grouped by ability in			
Vocational/Technical course	2.71	.01	1.1
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size: 575

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-4h

Summary of SRIF Comparisons Between Full and Partial Participants

For Path A-B-C-G-K: Students Planning To Be Homemakers

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment	2.38	.02	1.2%
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English			
Mathematics	2.48	.02	1.2
Industrial Arts			
Commerce	2.39	.02	1.2
Fine Arts			
Vocational/Technical courses:			
Business	3.35	.01	2.6
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Prm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps	3.35	.01	2.6

Total Sample Size: 387

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-41

Summary of SRIF Comparisons Between Full and Partial Participants
For Path A-B-C-H-K: Students Planning Trade or Business School Courses

Variable	t	p <	ω^2 × 100
Class Rank ÷ Enrollment			
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts	4.70	.01	3.1%
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics	-2.00	.05	.5
Proportion in Remedial Reading or Lang.			
Proportion handicapped	-2.34	.02	.7
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			
Proportion Participation in Upward Bound	2.09	.05	.5

Total Sample Size: 652

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table 1-4j

Summary of SRIF Comparisons Between Full and Partial Participants

For Path A-B-C-H-J-K: Students Planning Part-Time Work and Trade or Business School Courses

Variable	t	p <	$\omega^2 \times 100$
Class Rank ÷ Enrollment	No Significant Bias Detected		
Scholastic Aptitude Test (Verbal) ÷ 100			
Scholastic Aptitude Test (Quant.) ÷ 100			
Semesters of coursework in:			
Sciences			
Foreign Languages			
Social Studies			
English			
Mathematics			
Industrial Arts			
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business			
Distributive Education			
Proportion of students who, within last year, took courses in:			
Science or Mathematics			
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics			
Proportion in Remedial Reading or Lang.			
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study			
Proportion in Neighborhood Youth Corps			

Total Sample Size:

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Table I-4k

Summary of SRIF Comparisons Between Full and Partial Participants For Path A-B-C-I-K: Students Planning To Pursue Academic Education

Variable	t	$p <$	$\omega^2 \times 10$
Class Rank ÷ Enrollment	7.42	.001	.7%
Scholastic Aptitude Test (Verbal) ÷ 100	3.37	.001	.1
Scholastic Aptitude Test (Quant.) ÷ 100	3.28	.01	.1
Semesters of coursework in:			
Sciences	5.21	.001	.4
Foreign Languages			
Social Studies	2.37	.02	.1
English			
Mathematics	5.50	.001	.4
Industrial Arts	-2.13	.04	.0
Commerce			
Fine Arts			
Vocational/Technical courses:			
Business	-2.07	.04	.0
Distributive Education	-3.83	.001	.2
Proportion of students who, within last year, took courses in:			
Science or Mathematics	2.82	.01	.1
Social Studies			
...or were grouped by ability in			
Vocational/Technical course			
Proportion in Remedial Mathematics	-2.04	.05	.0
Proportion in Remedial Reading or Lang.	-2.80	.01	.1
Proportion handicapped			
Proportion partic. in Coop. Voc. Ed. Pgm.			
Proportion in High School Work-Study	-2.48	.02	.1
Proportion in Neighborhood Youth Corps	-2.88	.01	.1

Total Sample Size: 7377

Note: t is computed as (mean (Full Participants) minus mean (Partial Participants))

Degrees of freedom for the t-tests vary from 248 (Path A-B-C-E-K) to 7,375 (Path A-B-C-I-K) so that for all practical purposes the tests might be considered to be large-sample tests conducted through the normal distribution rather than the Student's t-distribution.

There are two cautions which should be applied to the interpretation of the data in Tables 1-4a through 1-4k. First is the fact that the procedure used would produce one or more asterisks on the table about 5% of the time even if no true difference existed between the full and partial participants. Since 374 individual tests were conducted we might expect about 19 specious results even if there were no true differences to be found. A t-value of 3 or greater should be encountered only about 1% of the time by chance alone, however, so that interpretation only of such situations is less likely to be misleading than is interpretation of all values presented. Absolute t-values less than 2 are not reported.

The second consideration lies in the very large numbers of cases, or observations, which made up the tests in some of the paths. Path A-B-C-I-K, for example, contains 7,377 students. Under such conditions the t-test is exceedingly sensitive, and is capable of detecting very minute differences. Thus we may anticipate some findings of "statistically significant bias," while the actual amount of bias involved, and its importance to the study, is virtually negligible. Table 1-5 displays the means observed for the 22 variables in the case of Path A-B-C-I-K in demonstration of the magnitudes of differences observed. Additionally, w^2 (omega squared) values, multiplied by 100, have been tabled beside each entry in Tables 1-4. These values reflect the magnitudes of difference in terms of the present of variance reduction which occurs as a result of knowledge of the "treatment"--i.e., the group to which a student belongs (2).

Table 1-5

Means for Significant Variables on Path A-B-C-I-K

(Students Planning Additional Academic Training)

Variate[†]	Full Participants	Partial Participants	Mean Difference
Rank ÷ Enrollment	.65	.58	.07***
SAT-V (÷100)	4.74	4.54	.20**
SAT-Q (÷100)	5.07	4.88	.19**
Science	4.26	3.92	.34***
Social Studies	5.47	5.34	.13*
Mathematics	4.65	4.30	.35***
Industrial Arts	1.49	1.74	-.25*
Business	2.64	2.90	-.26*
Distributive Education	.20	.45	-.25**
Took Science	.67	.62	.05*
Remedial Mathematics	.03	.04	-.01*
Remedial Reading	.03	.05	-.02*
Work Study	.02	.04	-.02*
Youth Corps	.02	.03	-.01*

* $2 \leq t < 3$, $.003 < p \leq .046$

** $3 \leq t < 4$, $.000 < p \leq .003$

*** $4 \leq t$, $p \leq .000$

† Variate names are those of Table 1-4k with non-significant variates omitted.

Tables 1-4 show a number of significant differences, and no common pattern seems readily to present itself. Paths A-B-C-E-K and A-B-C-H-J-K (students planning to enter an apprenticeship or on-the-job training, and students planning to attend a trade or business school and to work part time) did not produce significant bias on any of the variables examined.

All other paths did produce significant biases, generally of small magnitude. A summary of these results is presented below:

Path A-B-C-K (Students with no categorizeable plans)

Full participants were higher than partial participants on

SAT Verbal and Quantitative scores,

No. of semesters of foreign language studied,

and lower than partial participants on

the proportion involved in High School Cooperative Education.

Path A-B-C-D-K (Students planning to work full time)

Full participants were higher than partial participants on

class standing (rank ÷ enrollment),

No. of semesters of science studied,

No. of semesters of foreign languages studied,

No. of semesters of business courses studied,

and lower than partial participants on

No. semesters of social studies taken,

incidence of remedial math and remedial reading,

and incidence of handicapped students.

Path A-B-C-D-H-K (Students planning to work full time and to take trade or business school courses)

Full participants were higher than partial participants on
No. semesters of English studied,
No. of distributive education courses studied, and
incidence of having taken Science courses.

Path A-B-C-D-H-J-K (Students planning to work full or part time and to take trade or business school courses)

Full participants were higher than partial participants on
SAT Verbal and Quantitative scores,
No. semesters of Industrial Arts courses taken, and
incidence of ability-tracked voc/tech courses,
but lower than partial participants in number of semesters of Science courses taken.

Path A-B-C-D-I-K (Students planning to work full time and to pursue academic education)

Full participants were higher than partial participants on
class standing (rank ÷ enrollment), and
incidence of Work Study program students.

Path A-B-C-E-K (Students planning to enter on-the-job training or apprenticeship programs) produced no detectable bias effects.

Path A-B-C-F-K (Students planning to enter the military)

Full participants were higher than partial participants on

class standing,
SAT Quantitative score,
No. of semesters of Social Studies taken,
No. of semesters of Fine Arts taken,
incidence of students taking Science courses,
incidence of students taking Social Studies courses, and
incidence of students in ability-grouped voc/tech courses.

Path A-B-C-G-K (Students planning to be homemakers)

Full participants were higher than partial participants on

class standing,
No. of semesters of Mathematics courses taken,
No. of semesters of Commerce courses taken,
No. of semesters of Business courses taken, and
incidence of Neighborhood Youth Corps students.

Path A-B-C-H-K (Students planning to take courses at a trade or business school)

Full participants were higher than partial participants on the number of semesters of Fine Arts courses taken.

Path A-B-C-H-J-K (Students planning to work part time and to take courses at a trade or business school)

(No bias effects were detected.)

Path A-B-C-I-K (Students planning to further their academic education)

Full participants were higher than partial participants on

- class standing,
- SAT-Verbal and Quantitative scores,
- No. semesters of Science, Social Studies, and Mathematics courses taken,
- incidence of Science courses taken in past year,

and lower than partial participants on

- No. semesters of Industrial Arts courses taken,
- No. semesters of Business courses taken,
- No. semesters of Distributive Education taken,
- incidence of remedial math and reading students, and
- incidence of Work Study and Neighborhood Youth Corps students.

SUMMARY

Nonresponse bias effects, i.e., the bias introduced into the data by schools and students that did not participate in the original National Longitudinal Study, were previously reported in the Final Report of that project. The bias introduced by nonresponse was considered to be slight but systematic. The non-participating school tended to be small, enrolling fewer than 300 seniors, and was often located in the South, often in rural areas. Students in participating schools who, despite the cooperation of their school, nonetheless declined to participate, tended to be less academically oriented, more mobile, and more likely to have one or more learning disabilities than students who participated.

A different form of nonresponse bias was explored in this report; specifically, the bias introduced by students who participated, but did so incompletely by not answering all the questions put to them. Such students were called "partial participants" while those who answered all necessary questions were termed "full participants."

Eleven of the 18 proper paths through the questionnaire were considered to have adequate sample sizes to allow partial participation bias effects to be examined. There were appreciable differences, among the 11 paths, in the proportion of students who were partial participants. Students having no categorizeable plans for the year following high school had the highest rate of full participation (92%), while students planning to work and to take vocational or technical courses during the next year had the lowest full participation rate (68%). Academically-oriented students had an 85% full participation rate.

The curricula of the students in each of the 11 questionnaire paths were also examined for a relationship with partial participation effects. Biases were detected in four of the 11 paths. General students, students in agriculture, distribution education, health, and home economics tended to produce low rates of full participation, while the converse was true for academically oriented students.

Variables from the School Record Information Form were evaluated for the 11 paths also, comparing full and partial participants. Significant biases were detected in nine of the paths. No simple pattern of bias was observable; however, it can be observed that for more than half of the sample full participants stood appreciably higher in their class than partial participants, and had higher Scholastic Aptitude Test scores (both Verbal and Quantitative). Enrollment in academically oriented courses tends better to characterize the full participant than the partial participant, while enrollment in vocational or technical courses tends better to characterize the partial participant. Incidence of instructive remediation and physical handicap is also more frequently observed among partial participants.

The kind of bias induced through partial participation may be seen as similar to that induced through nonresponse. It should be recognized, however, that the sample sizes of the current study are large enough to detect even very small bias effects. An examination of the amount of partial participation bias suggests that it is generally small.

Users and interpreters of National Longitudinal Study data should be cautioned that, since the directions of biases from nonresponse and partial participation are similar, their effect will be additive upon the sample, not compensatory. Accordingly, the presence of bias effects should not be ignored.

Notes

1. National Longitudinal Study, Final Report, pp. 4-67 through 4-73.

2. An elementary exposition of this statistic may be found in Hays, William L., Statistics for Psychologists, Holt, Rinehart, and Winston, New York, 1963 (Printed 1965), pp. 323-332.

CHAPTER 2

MINORITY COMPOSITION OF THE SENIOR CLASS IN 1972

Students sampled in the National Longitudinal Study were asked to indicate their racial/ethnic group membership in Item 84 of the Student Questionnaire (Figure 2-1).

Figure 2-1

Student Questionnaire
Item 84

84. How do you describe yourself?

	(Circle one.)
American Indian	1
Black or Afro-American or Negro	2
Mexican-American or Chicano	3
Puerto Rican	4
Other Latin-American origin	5
Oriental or Asian-American	6
White or Caucasian	7
Other	8

By administering the same item to parents of a subsample of students it was possible to check the validity of responses to this item. Results indicated that parents and students checked the same alternative about 92% of the time. Moreover, the racial/ethnic composition of subsample data produced by parents was very similar to that produced by corresponding students and both were similar in composition to the whole sample.

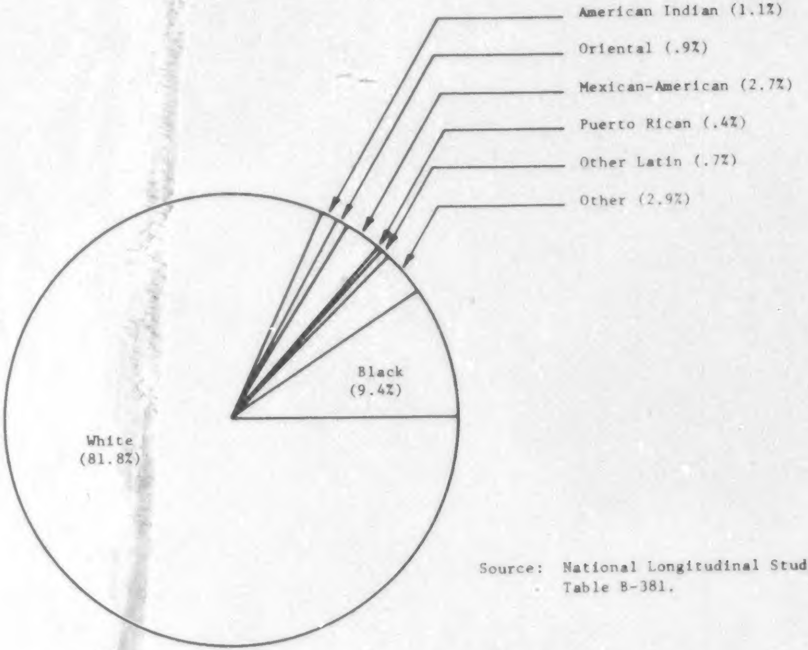
Apart from Blacks and Whites the subsample sizes are too small to admit extensive analyses, so that the development to follow will be limited to two fundamental discussions: first, the composition of the high school class of 1972 by racial/ethnic classification and, second, the composition of Blacks and Whites by sex and curriculum.

About one student in 11 did not respond to the racial/ethnic question. While nonresponse bias effects have been detected and measured in this study, they shed little light upon the racial/ethnic grouping of nonrespondents. The potential problem presented by these facts is made visible when one understands that the proportion of persons who did not respond is greater than the proportion of known Blacks in the sample. Thus, the nonresponse bias effect could conceivably modify all but the most powerful effects. The direction of nonresponse bias would generally suggest that minority group members might be less likely to respond than would Whites, but there would undoubtedly be respondents and nonrespondents from all racial/ethnic groupings. Since we are unable to adjust the data to mitigate these problems, we must set aside the 274,000 students who, in the population, would likely not have answered the question and confine our attention to the 2,679,000 who would likely have responded.

The racial/ethnic composition of the high school class of 1972 is summarized in Figure 2-2. Whites comprise more than three-quarters of the senior class, and there are about as many Blacks as there are members of all other minority groups combined. About 11-1/2% of the general American population is Black. Nonresponse bias and school dropouts are likely causes of the lower minority figures reported here.

Figure 2-2

Percentage Composition of High School Seniors in 1972
By Racial/Ethnic Group



Source: National Longitudinal Study, Appendix B-2,
Table B-381.

If we confine our attention to Blacks and Whites, we may increase the depth of our exploration to incorporate sex and curriculum. The 2,427,000 Black and White students in the population may be allocated to sex and curriculum in approximately the percentages shown in Table 2-1. Thus, discounting the smaller minorities, we should find that about 45% of the population would be White males, and that 21% or 22% of all students would be Whites enrolled in Academic curricula. The data suggest there are about 1,205,000 males and 1,222,000 females in the senior high school population, which reflects a slight (17,000 or .7%) surplus of females.

A better view of the relationships among these percentages may be obtained by allocating students to sex and curriculum separately for the two races. This has been done in Table 2-2. Here we find that 48% of White students are in Academic curricula, as compared to only 27% of the Blacks. While the Academic curriculum is the most likely one for a White student, the General program is most likely for a Black. Proportions of Whites and Blacks in Vocational/Technical curricula are approximately equal--about 26%. Data for Black students indicate appreciably fewer Black males than females. The estimated number of White males exceeds the number of White females by about 8,000 so that the 17,000 male deficit noted earlier actually represents a near 26,000 deficit of Black males compared to Black females. The most likely cause of this difference is the relatively high dropout rate of Black males, but nonresponse bias may vitiate the result. Related is the fact that the percentage of Black females in Academic curricula is 25%, equivalent to that of White males and females. Black males, however, have an incidence in Academic curricula which amounts only to 12%--half that of Black females.

Table 2-1

Percentage Composition of 1972 Seniors
By Race, Sex, and Curriculum

	White (90%)		Black (10%)	
	Male (45%)	Female (45%)	Male (5%)	Female (6%)
General (30%)	14%	12%	2%	2%
Academic (46%)	22%	21%	1%	2%
Voc.-Tech. (24%)	9%	12%	1%	2%

Source: National Longitudinal Study, Appendix B-II, Table B-381.

Note: Cell and marginal figures may not agree owing to rounding errors.

Table

Percentage Compositicn of 1972 Seniors
By Sex and Curriculum Within Race

	White			Black		
	Male	Female		Male	Female	
General	16%	12%	29%	21%	23%	44%
Academic	24%	24%	48%	12%	25%	27%
Voc.-Tech.	10%	14%	24%	12%	17%	29%
Totals	50%	50%	100%	45%	55%	100%

Source: National Longitudinal Study, Appendix B-II, Table B-381.

Note: Cell and marginal figures may not agree owing to rounding errors.

CHAPTER 3

ABILITY AND ACHIEVEMENT

INTRODUCTION

Ability and achievement are defined operationally in this study through the medium of tests and other measures which were administered to seniors of the high school class of 1972. Ability is usually defined in a sense which incorporates the capability of the person to do things. Achievement tends more to be concerned with what the person does. A student may have a large capability (ability) but allow it to languish so as to do little or nothing. Thus we have the concept of an underachiever who does not perform up to his ability, and that of an overachiever who performs beyond what we should expect. Neither ability nor achievement, however, have been well defined, so that we shall here define both concepts in terms of simple measures which have relevance in an educational setting.

These measures are to be found in the Student Test Battery (STB) which was administered to students in the National Longitudinal Study. The STB consisted of 6 sections, or tests, as follows (1).

1. Vocabulary: Reliability .784, duration 5 minutes, 15 items asking student to select the word or phrase whose meaning was closest to that of a given word.
2. Picture-Number: Reliability .845, two parts of the test have total duration of 10 minutes, total of 30 items with drawings of common objects paired with two digit numbers. Student required to study the pairs, then to recall the proper number when presented a drawing. A test of short term associative memory.

3. Reading: Reliability .797, duration 15 minutes, 15 items. Student presented a passage to read, then to answer multiple choice items related to information stated or implied in the passage. Five reading passages in the test.
4. Letter Groups: Reliability .861, duration 15 minutes, 25 items in which student was presented five groups of four letters each. Four of the groups possessed a common attribute. Student to identify the single group not possessing the attribute.
5. Mathematics: Reliability .866, duration 15 minutes, 25 "data sufficiency" items each consisting of two problems which are (or which might not be) determinate as to quantity. Student required to determine which quantity is greater, or whether the quantities are the same, or whether some quantity is indeterminate.
6. Mosaic Comparisons: Reliability approx. .90, total duration 9 minutes for 3 parts, 116 items total. Each item consisted of two squares, each of which was divided into an equal number of rows and columns to produce 9, 16, or 25 smaller squares within each larger square. Each smaller square was divided on the diagonal and blackened either above or below the diagonal. Depending upon which of two diagonals was chosen, four different shaded smaller squares were possible. The pattern produced by the 9, 16, or 25 shaded squares which comprised the larger square was termed a mosaic. The two mosaics presented in each item were identical excepting one smaller square. The student required to identify the column containing the different square. A speeded test of visual pattern discrimination.

Two additional measures are useful in addition to those of the STB. The first is the student's centile class rank which was computable from data gathered in the SRIF. The second is a derived composite measure (factor score) resulting from a factor analysis of the STB together with centile class rank and the students self-reported grade. The composite measure was termed "student ability" and had an internal consistency index (similar to Cronback's coefficient alpha) of .87.

Probably the best ability measures available are the vocabulary test score, the ability composite, and perhaps the mathematics test score. The best achievement measure is undoubtedly the centile class rank. The distinction between ability and achievement is not clearly set forth by these measures, however, so that the development which follows will be presented in terms of performance on particular tests, avoiding undue emphasis on ability and achievement.

A large number of figures were drawn, ogives of the cumulative percentage frequency distributions of the tests and measures in order to compactly present the results in an informative way. The figures are collected at the end of the chapter. Test results are presented scaled as in the original, i.e., as T-scores (raw scores re-scaled to mean = 50 and standard deviation = 10).

THE CURRICULUM DESIGNATION

Throughout this report we refer to students who have been classified into one of the three curricula--General, Academic, and Vocational-Technical. Since this classification is somewhat less than perfect it will here be indicated how the classification was obtained.

In the National Longitudinal Study there were two sources for obtaining a student's curriculum. The first is the School Record Information Form (SRIF) which was completed from school records by a staffmember of the school. A separate SRIF was completed for each student in the Study. Item 7 of the SRIF classified the student as belonging to the General, Academic, or one of six types of Vocational-Technical curricula. The second source was Item 2 of the Student Questionnaire which asked for exactly the same information, this time to be provided by the student.

It occasionally happened, of course, that one or the other source of information would be lacking. In that event, the classification would be taken from the source available. Occasionally, also, both sources were lacking so that a student could not be classified. Most of the time both sources were available but even then they sometimes disagreed. In that event the SRIF datum was taken as the preferred information.

Such disagreements between the schools' classifications of students and the students' classifications of themselves were most often found in the Vocational-Technical classification. Twenty-five percent of the Voc.-Tech. (according to the SRIF) students classified themselves as General students and 8% classified themselves as Academic. There were corresponding 13% and 16% reductions in the members of these students who classified themselves into the Business and Trade subclassifications of the Voc.-Tech. classification. The second largest disagreements were found in the 11% of Black students who were SRIF-classified as General students, but who classified themselves in other categories--6% of them into Academic. Other discrepancies were noted, but involved relatively small percentages of students.

Basically, the, the decision was made to use the SRIF designation of a student's curriculum where possible. A check of the reliability of the SRIF item was made available through a SRIF gathered independently by site visitors who visited a randomly designated group of 50 school districts. The results of these visits indicated agreement between the two SRIFs in about 77% of all cases. Disagreements accounted for about 15% of all cases and missing data for the rest.

VOCABULARY

The cumulative distributions of the scaled vocabulary scores for males and females are shown in Figure 3-1, those for the three curricula in Figure 3-2, and for Blacks and Whites in Figure 3-1. No appreciable difference can be noted between the results for males and females.

The Academic students (median of 56 points) scored appreciably higher than students in other curricula (median of approx. 47 points), and one observes that little difference can be found between the vocabulary scores of General and Voc.-Tech. students. The difference between means of Academic students and others is about one full standard deviation.

A similar deviation can be observed in the difference between the means of Blacks and Whites.

PICTURE-NUMBER

The short-term retention test of picture-number association is presented in Figure 3-4, 3-5, and 3-6 by sex, curriculum, and race, respectively. Females show a slight but significant advantage relative to males. The distributional qualities of male and female data are quite similar, except that females are located about 3 points higher than males.

There was no difference in the performances of General and Voc.-Tech. students on this test, but Academic students show an appreciable advantage over the other two. The difference between the medians is about 6 points--about .6 standard deviations.

The difference between medians of Blacks and Whites is of similar magnitude--about .8 standard deviation.

READING

The scaled reading test scores are displayed in Figure 3-7, 3-8, and 3-9 by sex, curriculum, and race, respectively. There is virtually no difference between males and females except for a slight tendency for the male frequency distribution to have a few more observations in the tails of the distribution between the second and third standard deviations in each direction.

The data for curricula indicate a pronouncedly superior performance on the part of Academic students, compared to others, and very little difference in the reading scores of General and Voc.-Tech. students. Such differences as may be found between the two groups lies in the slightly more platykurtic distribution of Voc.-Tech. students compared to General students. The difference between medians of Academic and others is about 10 points--a full standard deviation.

The Black-White data demonstrate a superior performance by Whites, with a 10 point difference in the means (11 points in the medians)--a full standard deviation.

LETTER GROUPS

The letter groups test exhibits a strong left skew for the whole sample, and for each of the subgroups studied. Figures 3-10, 3-11, and 3-12 reflect this for the sexes, curriculum group, and races, respectively. Females enjoyed a very slight performance advantage over males, largely due to slightly fewer females scoring in the lower end of the scale.

The General and Voc.-Tech. results were virtually identical and appreciably lower than the results produced by Academic students. At the median the difference between Academic and other students amounts to about 2/3 of a standard deviation.

Blacks scored appreciably lower than Whites (a full standard deviation lower at the median) and their distribution tended to be slightly more platykurtic than Whites, being nearly a uniform distribution from the 10th to the 90th centiles.

MATHEMATICS

The scaled mathematics test scores are shown by sex, curriculum, and race in Figures 3-13, 3-14, and 3-15, respectively. Males performed appreciably better than females on this test. The difference at the median is only about 3 points, however, so that the difference, while statistically significant, is not great.

Curriculum differences are strongly pronounced, with Academic students about one standard deviation above General students. Vocational-Technical students scored below General students, but only by about 1 1/2 points at the median.

The Black-White difference is appreciable--Whites outscoring Blacks by about 1.2 standard deviations at the median.

MOSAIC COMPARISONS

The results of the mosaic comparisons test are displayed by sex, curriculum, and race in Figures 3-16, 3-17, and 3-18, respectively. The distribution of mosaic comparisons scores is roughly rectangular and symmetric. The scores of females are slightly higher on the average than those of males.

Differences between General and Voc.-Tech. students are negligible, and located about .4 standard deviations below the scores of Academic students.

Black-White differences are quite appreciable, Blacks scoring about a standard deviation below Whites.

COMPOSITE ABILITY

The composite ability measure is displayed in Figures 3-19, 3-20, and 3-21 by sex, curriculum, and race, respectively. The scores of females average about .2 standard deviations above those of males, but are otherwise quite similar.

The measured ability of Academic students is about one standard deviation above that of other students, and there is no appreciable difference in the ability scores of General and Voc.-Tech. students.

Blacks score about a standard deviation below Whites.

CENTILE CLASS RANK

The distribution of centile class rank is displayed in Figures 3-22, 3-23, and 3-24 for sex, curriculum, and race, respectively. This statistic is computed as:

$$(1 - \frac{\text{class rank}}{\text{class enrollment}}) \times 100,$$

hence the maximum value of 100 represents the student who stands at the top of his class. The statistic is not corrected for continuity so that some inappropriateness will occur in very small schools. The overall impact of this problem should be slight.

It can be seen in Figure 3-22 that females stand appreciably higher in their classes than males. The median difference is 17%.

The Academic student stands quite a bit higher in his class than do Voc.-Tech. students, but Voc.-Tech. students stand appreciably higher than General students. To the extent that the Student Test Battery and Ability composites can be considered ability measures, and that the centile class rank can be considered an achievement measure it would appear that Voc.-Tech. students tend to be overachievers compared to General students.

Black students lag appreciably behind Whites in class rank. The median difference is about 12%.

SUMMARY

Each test in the Student Test Battery was examined by [illegible] ve analyses: (a) comparing males and females, (b) comparing General, Academic, and Vocational-Technical students, and (c) comparing Blacks and Whites. Similar evaluations were conducted using a composite measure of ability and centile class rank.

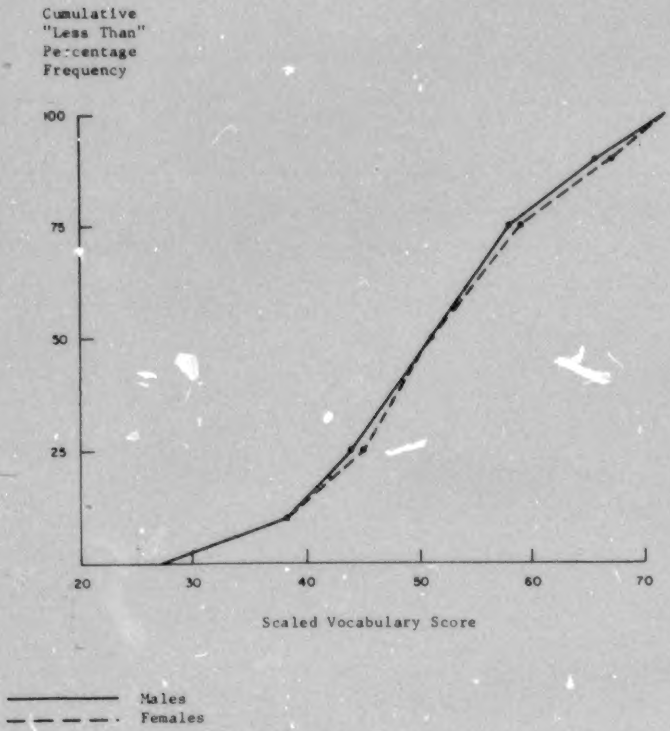
The results of these explorations were highly uniform across the various tests and measures. The general pattern of findings was as follows: (a) females performed slightly better than males; (b) there was little difference in the performances of General and Voc.-Tech. students, but Academic students outperformed both other groups; and (c) Blacks scored appreciably lower than Whites--about one standard deviation lower.

Exceptions to this pattern were few. Males and females were essentially equal in vocabulary and reading but males outperformed females on the mathematics test. The advantage of females compared to males in class standing was appreciable--the median female stood 17% higher in the class than the median male.

Comparisons of Vocational and General students provided only two exceptions to the pattern. Vocational students scored very slightly lower in mathematics than General students, but stand about 6% higher in their class than General students. There were no exceptions to the rule that Academic students scored appreciably higher on all tests and measures than did other students, nor were there exceptions to the rule that Blacks scored appreciably lower than Whites.

Figure 3-1

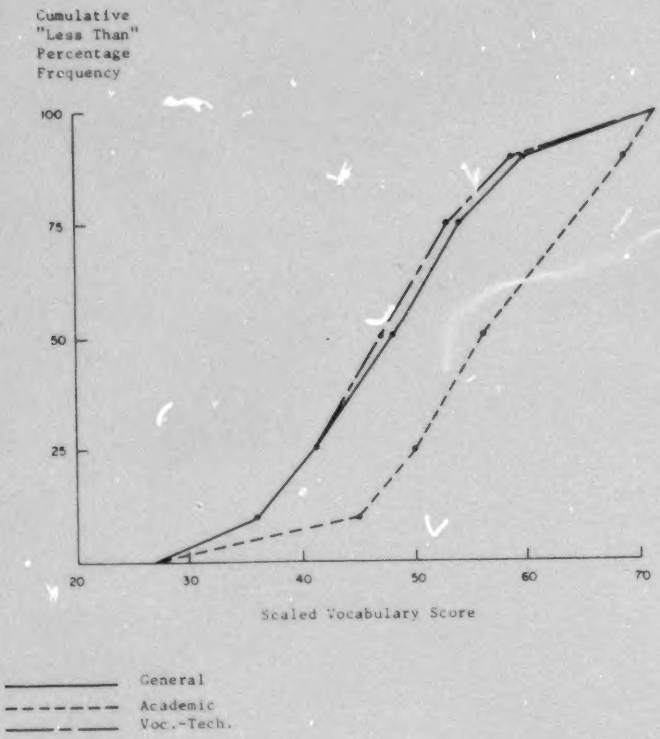
Vocabulary Scores for Males and Females



Source: National Longitudinal Study, Appendix D, Table D-282, pp. D-591 and D-592

Figure 3-2

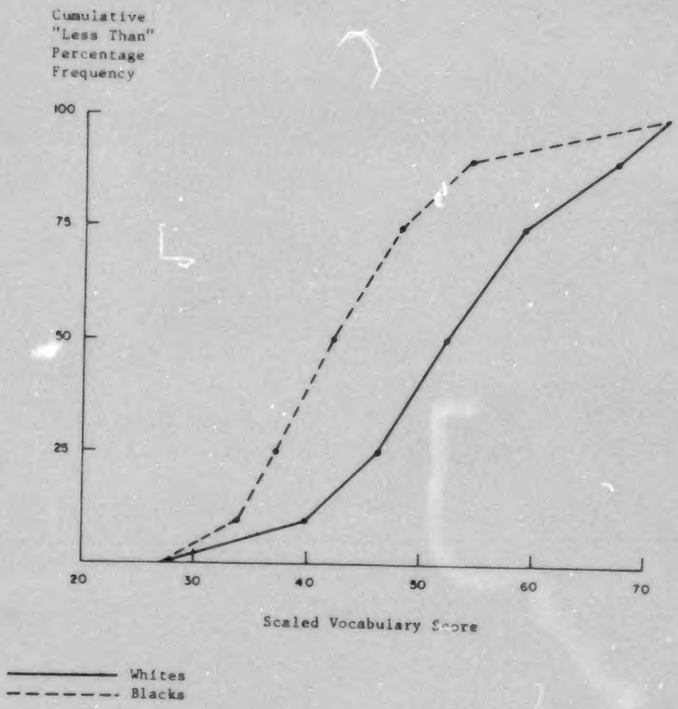
Vocabulary Scores, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-282, pp. D-591 and D-592.

Figure 3-3

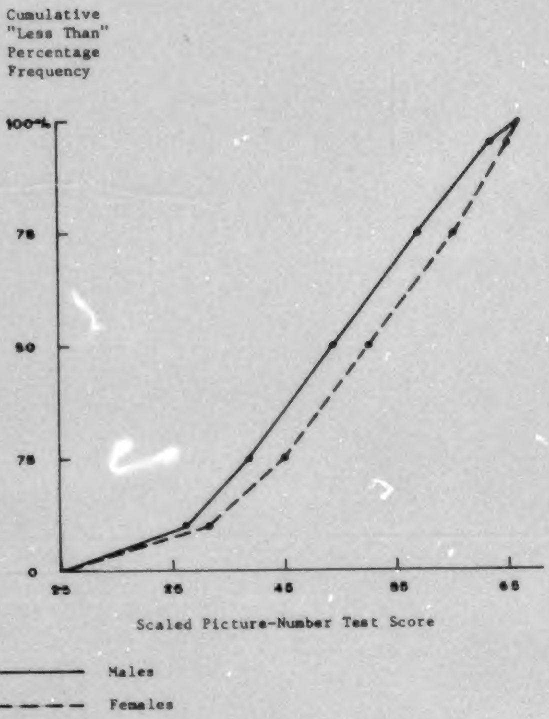
Vocabulary Scores, by Race



Source: National Longitudinal Study, Appendix D, Table D-282, pp. D-591 and D-592.

Figure 3-4

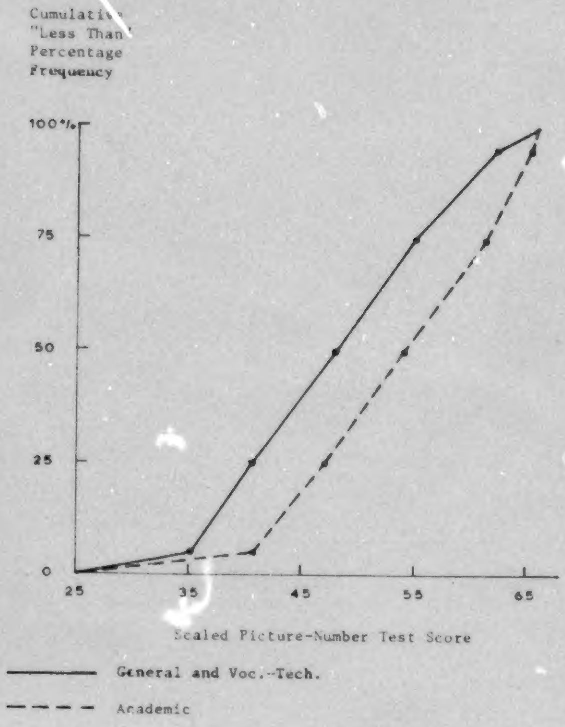
Picture-Number Test, by Sex



Source: National Longitudinal Study, Appendix D, Table D-285, pp. D-597 and D-598.

Figure 3-5

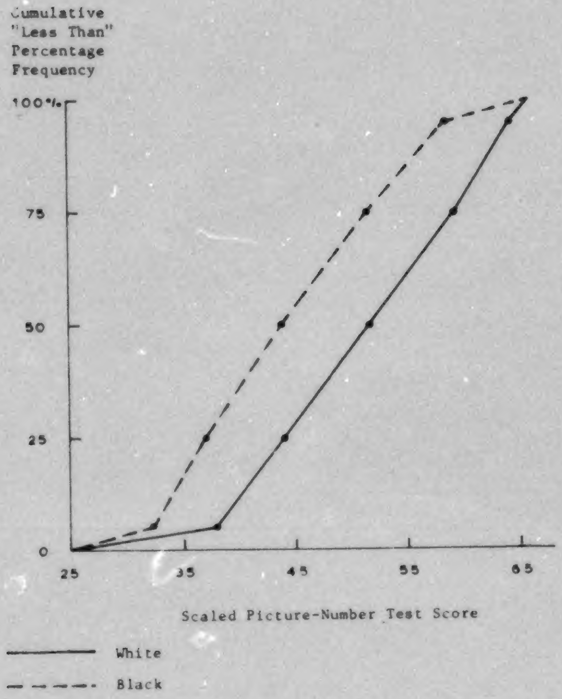
Picture-Number Test, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-285, pp. D-597 and D-598.

Figure 3-6

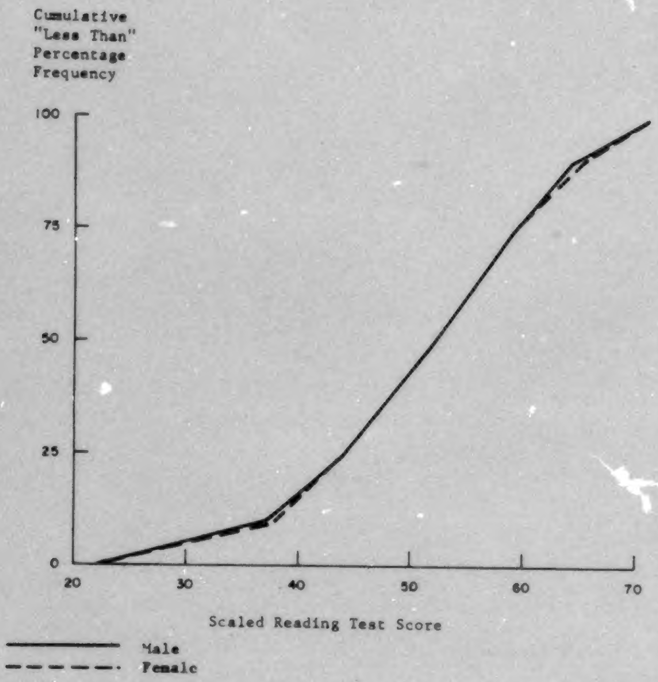
Picture-Number Test, by Race



Source: National Longitudinal Study, Appendix D, Table D-285, pp. D-597 and D-598.

Figure 3-7

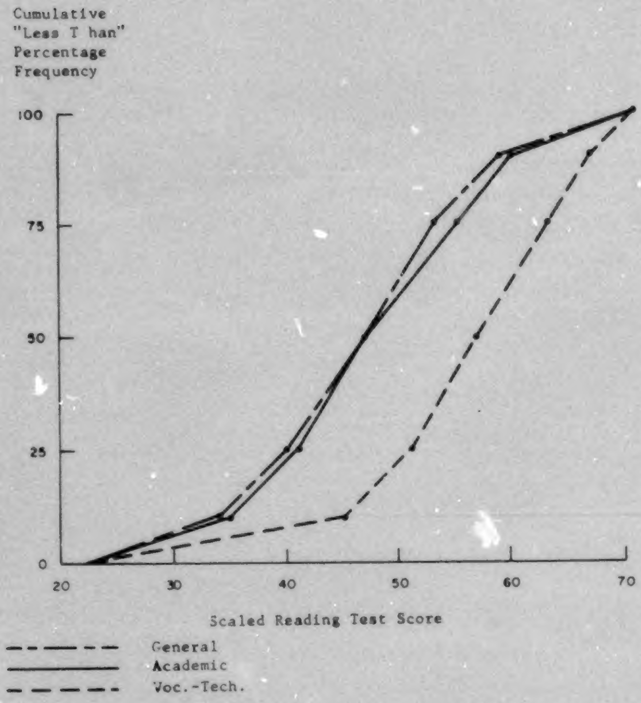
Reading Test Scores, by Sex



Source: National Longitudinal Study, Appendix D, Table D-286, pp. D-599 and D-600.

Figure 3-8

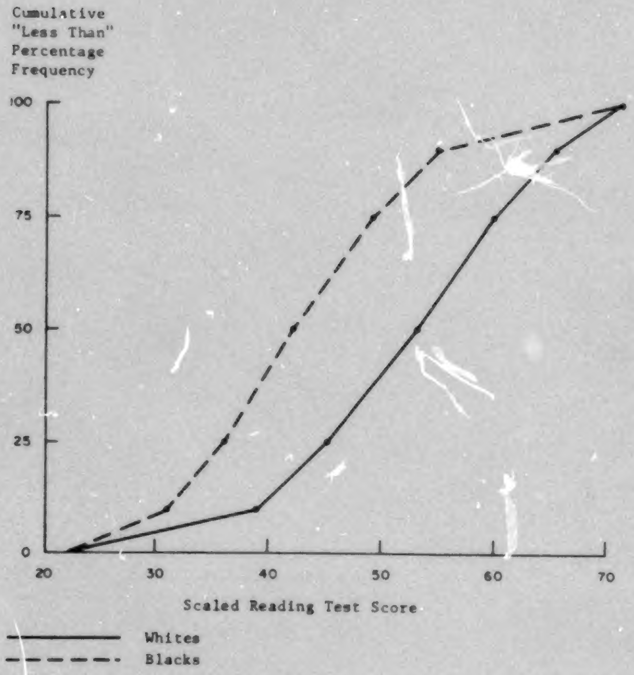
Reading Test Score, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-286, pp. D-599 and D-600.

Figure 3-9

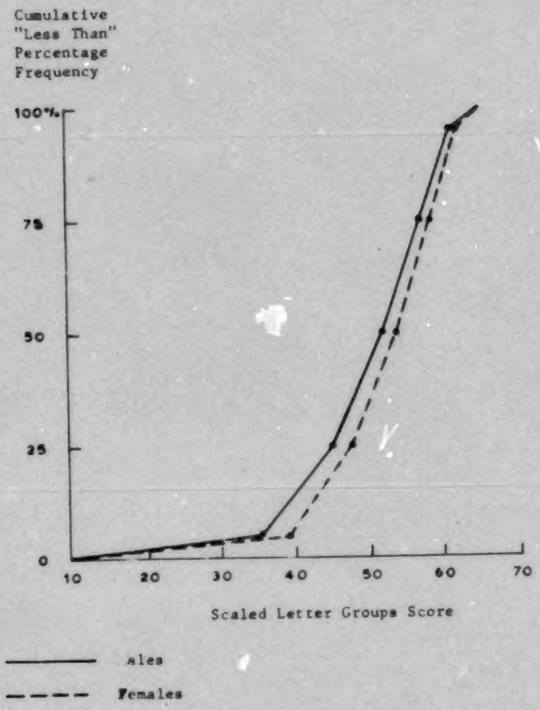
Reading Test Score, by Race



Source: National Longitudinal Study, Appendix D, Table D-286, pp. D-599 and D-600.

Figure 3-10

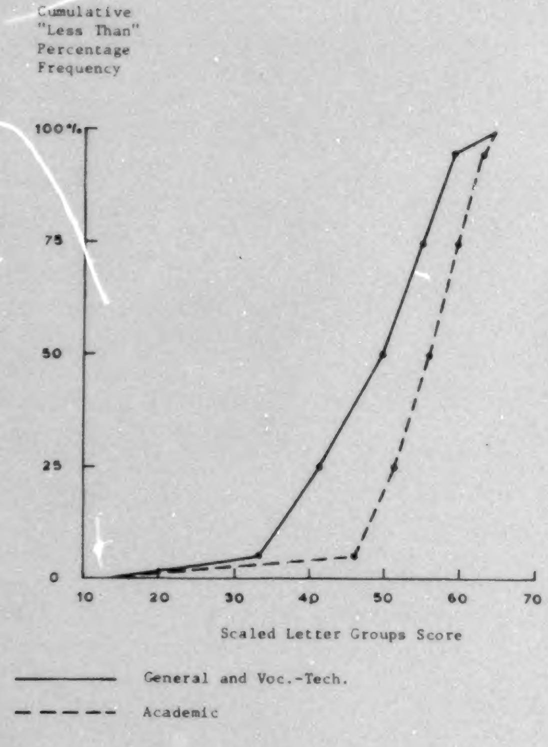
Letter Groups Scores, by Sex



Source: National Longitudinal Study, Appendix D, Table D-287, pp. D-601 and D-602.

Figure 3-11

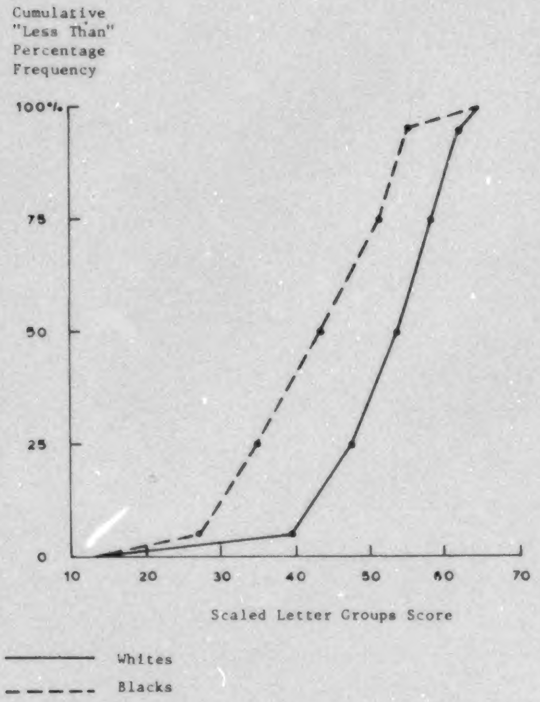
Letter Groups Scores, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-287, pp. D-601 and D-602.

Figure 3-12

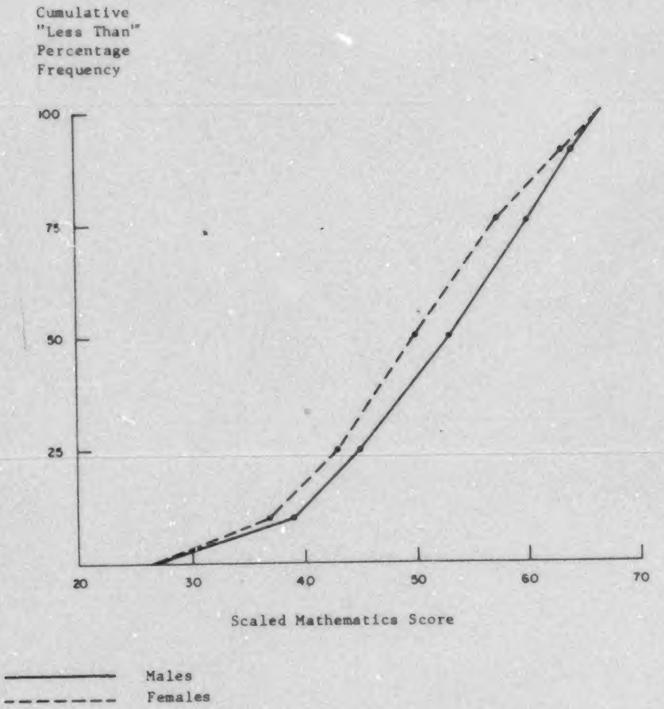
Letter Groups Scores, by Race



Source: National Longitudinal Study, Appendix D, Table D-287, pp. D-601 and D-602.

Figure 3-13

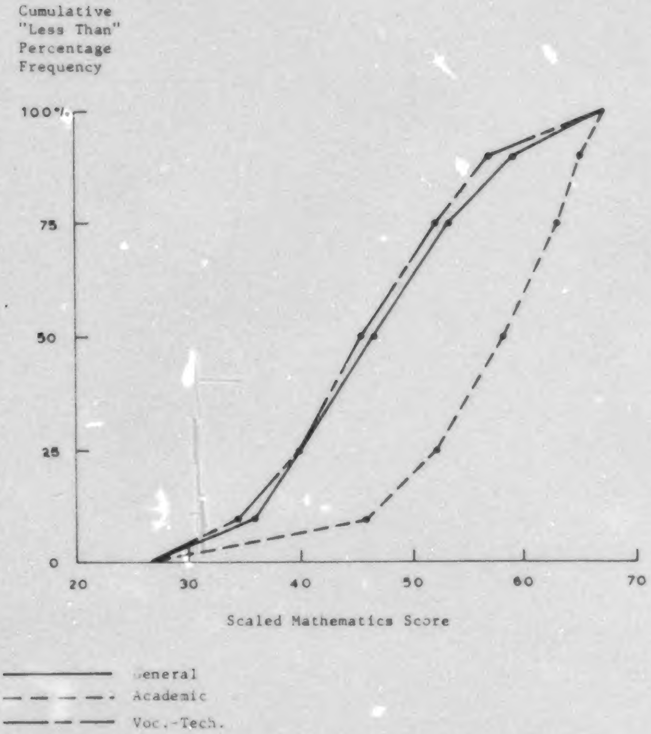
Mathematics Score, by Sex



Source: National Longitudinal Study, Appendix D, Table D-288, pp. D-603 and D-604.

Figure 3-14

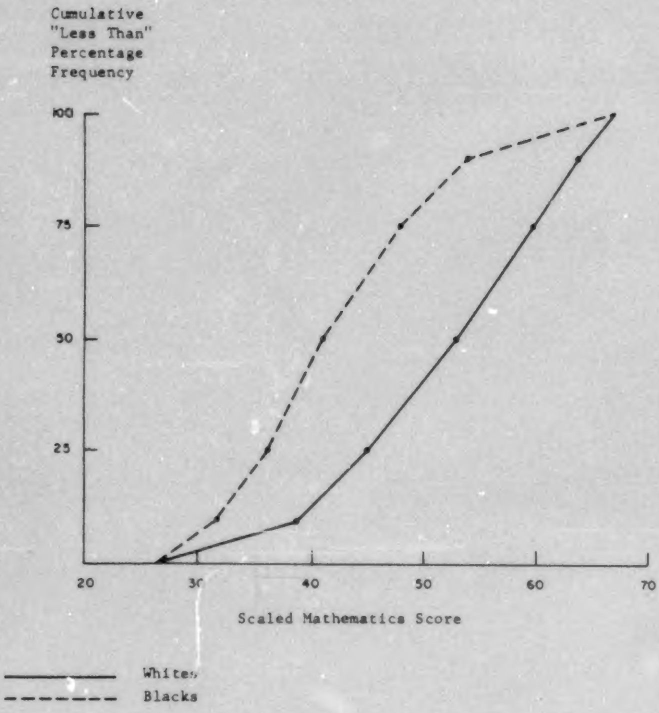
Mathematics Score, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-288, pp. D-603 and D-604.

Figure 3-15

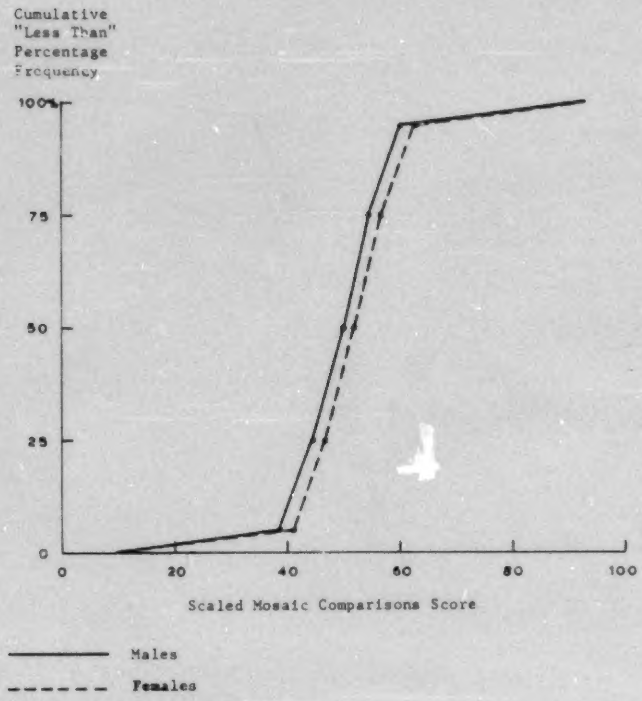
Mathematics Score, by Race



Source: National Longitudinal Study, Appendix D, Table D-288, pp. D-603 and D-604.

Figure 3-16

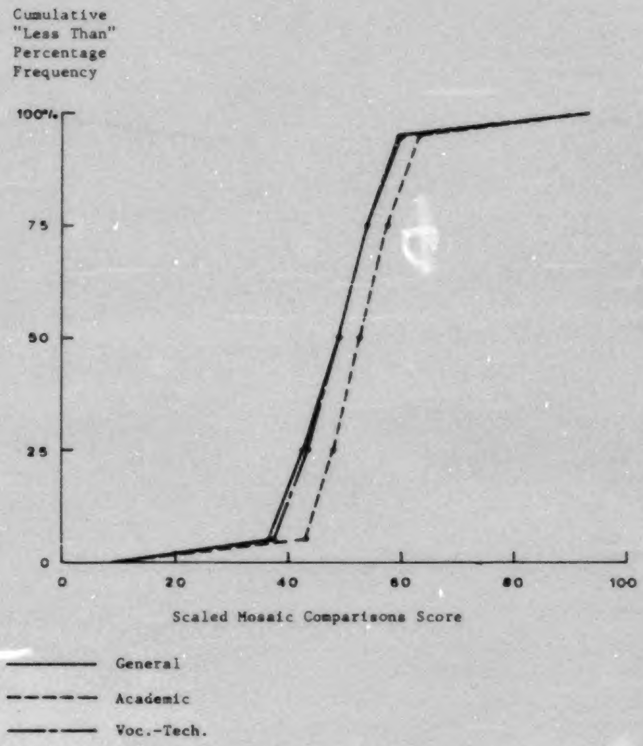
Mosaic Comparisons Score, by Sex



Source: National Longitudinal Study, Appendix D, Table D 292, pp. D-611 and D-612.

Figure 3-17

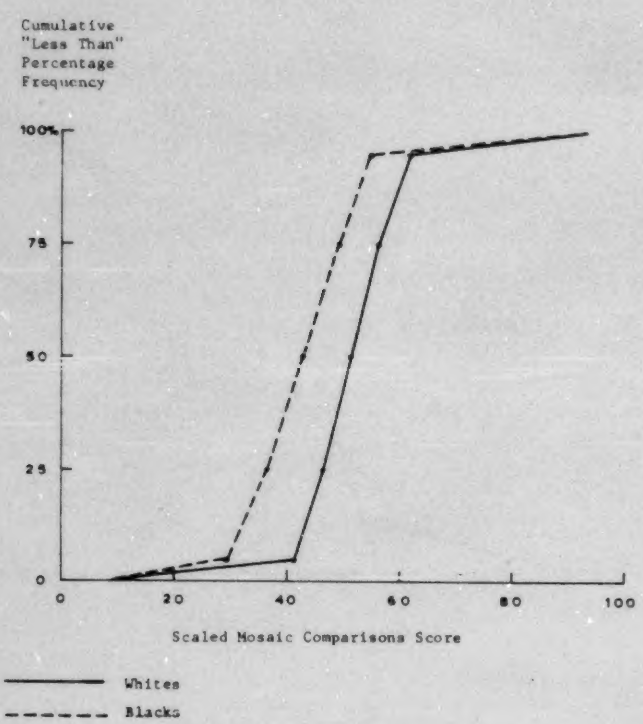
Mosaic Comparisons Score, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-292, pp. D-611 and D-612.

Figure 3-18

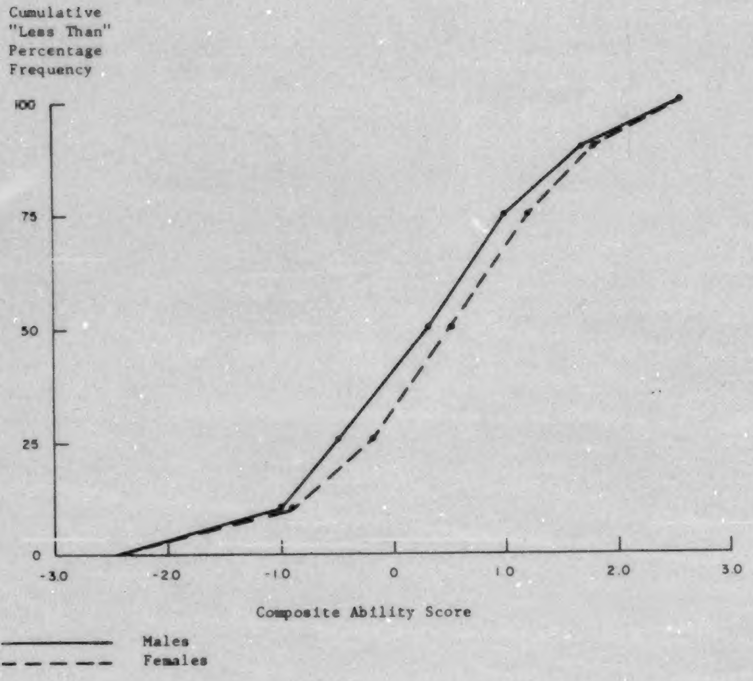
Mosaic Comparisons Score, by Race



Source: National Longitudinal Study, Appendix D, Table D-292, pp. D-611 and D-612.

Figure 3-19

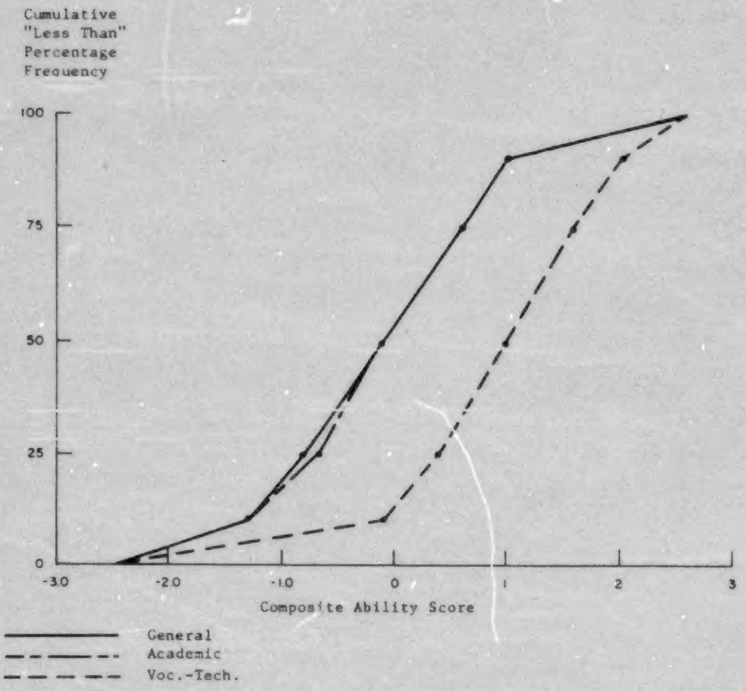
Composite Ability, by Sex



Source: National Longitudinal Study, Appendix D, Table D-318, pp. D-642 and D-643.

Figure 3-20

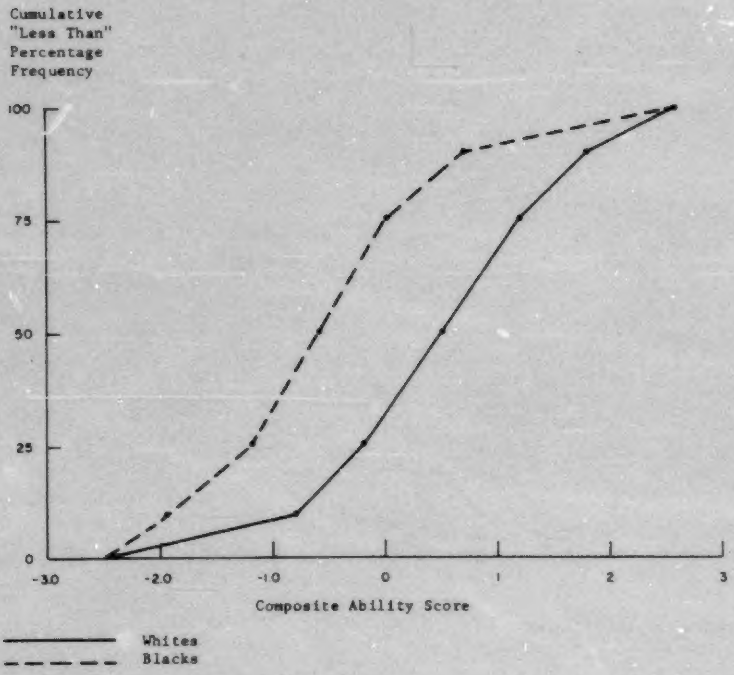
Composite Ability, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-318, pp. D-642 and D-643.

Figure 3-21

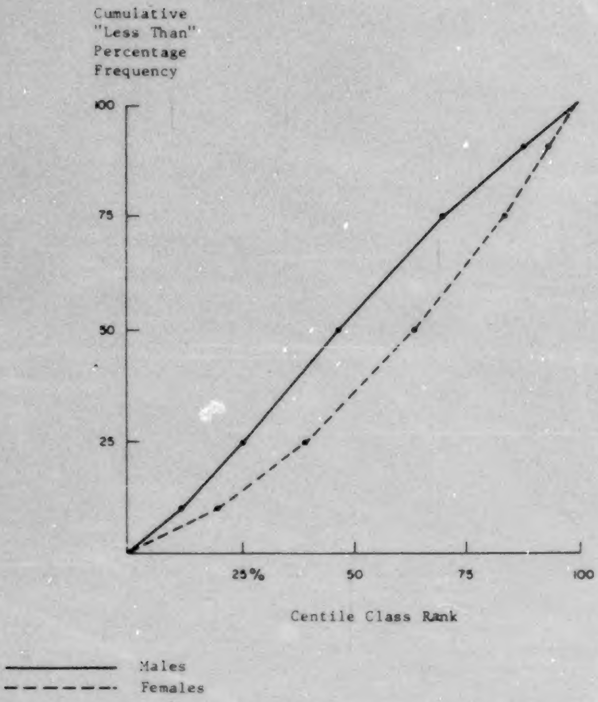
Composite Ability, by Race



Source: National Longitudinal Study, Appendix D, Table D-318, pp. D-642 and D-643.

Figure 3-22

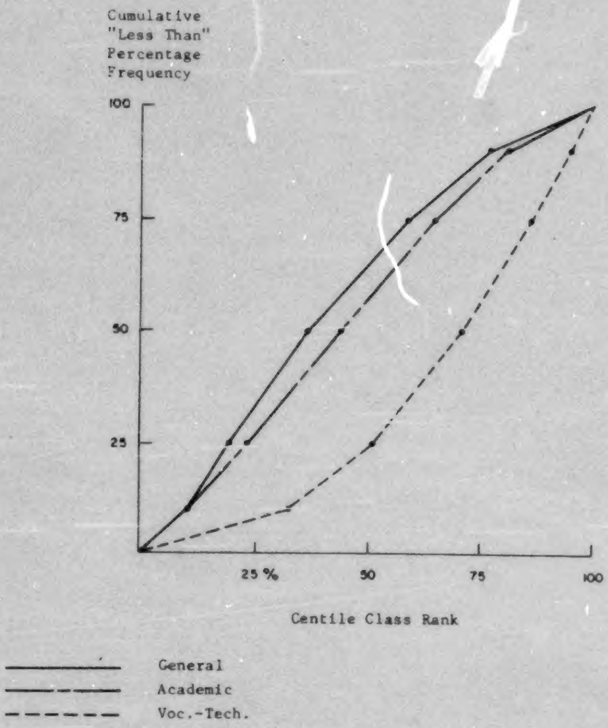
Centile Class Rank, by Sex



Source: National Longitudinal Study, Appendix D, Table D-93, pp. D-188 and D-189.

Figure 3-23

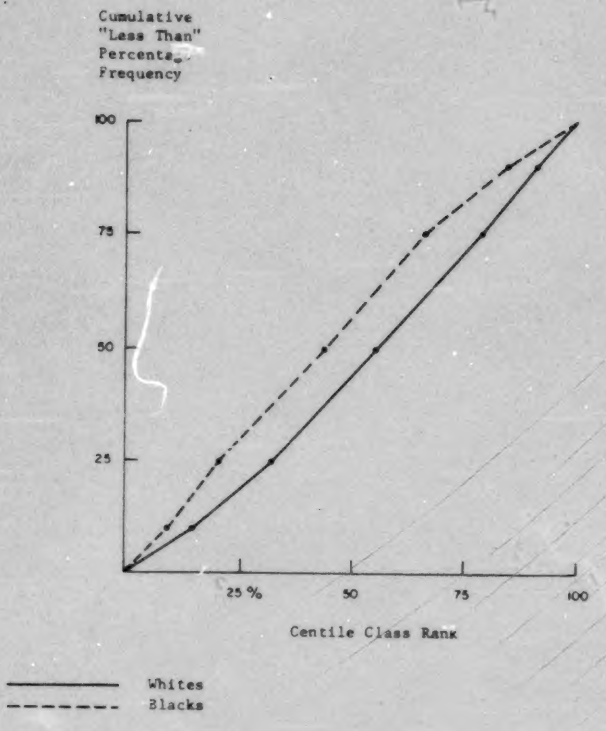
Centile Class Rank, by Curriculum



Source: National Longitudinal Study, Appendix D, Table D-93, pp. D-188 and D-189.

Figure 3-24

Centile Class Rank, by Race



Source: National Longitudinal Study, Appendix D, Table D-93, pp. D-188 and D-189.

Notes

1. Reliability, duration, and other test characteristics appear in more complete exposition between pages viii and ix of the National Longitudinal Study, Appendix D. Other sources are referenced in text.

CHAPTER 4

SOCIOECONOMIC STATUS

INTRODUCTION

Socioeconomic status (SES) of a student is typically evaluated through consideration of the educational level attained by one or both of his parents, the income of his parents, the occupations of his parents, or by the possessions which have been accumulated by the family.

Since SLS has repeatedly been shown to be an important predictor of academic success, we will discuss the SES composition of the high school class of 1972 in some detail. The development will incorporate all the criteria mentioned above, and will also consider a multivariate measure of SES which simultaneously incorporates several of the criteria.

PARENTAL OCCUPATION

Validity of the Measures

In the National Longitudinal Study students were asked to classify the occupations of their parents by designating separately for each parent which one of 14 categories best suited the parents' occupation (Figure 4-1). As a check on the validity of this item, a random subsample of the NLS student sample was selected and their parents asked to classify their occupations using the same set of categories. By subsequently matching the students' responses with those of their parents it was possible to evaluate the degree of agreement between students and parents for the item. A summary of these results is presented in Tables 4-1 and 4-2.

Surprisingly, students agreed with their parents' classification of fathers' occupations only 39% of the time, and with the classification of

Figure 4-1

Parental Occupations Items from Student Questionnaire SQ25

25. In the column under YOU, circle the one number that goes with the best description of the kind of work you would like to do. Under FATHER, circle the one number that best describes the work done by your father (or male guardian). Under MOTHER, circle the one number that best describes the work done by your mother (or female guardian). The exact job may not be listed but circle the one that comes closest. If either of your parents is out of work, disabled, retired, or deceased, mark the kind of work that he or she used to do.

(Circle one number in each column.)

	You	**Father**	**Mother**
CLERICAL such as bank teller, bookkeeper, secretary, typist, mail carrier, ticket agent	01	01	01
CRAFTSMAN such as baker, automobile mechanic, machinist, painter, plumber, telephone installer, carpenter	02	02	02
FARMER, FARM MANAGER	03	03	03
HOMEMAKER OR HOUSEWIFE	04	04	04
LABORER such as construction worker, car washer, sanitary worker, farm laborer	05	05	05
MANAGER, ADMINISTRATOR such as sales manager, office manager, school administrator, buyer, restaurant manager, government official	06	06	06
MILITARY such as career officer, enlisted man or woman in the armed forces	07	07	07
OPERATIVE such as meat cutter; assembler; machine operator; welder; taxicab, bus, or truck driver; gas station attendant	08	08	08
PROFESSIONAL such as accountant, artist, clergyman, dentist, physician, registered nurse, engineer, lawyer, librarian, teacher, writer, scientist, social worker, actor, actress	09	09	09
PROPRIETOR OR OWNER such as owner of a small business, contractor, restaurant owner	10	10	10
PROTECTIVE SERVICE such as detective, policeman or guard, sheriff, fireman	11	11	11
SALES such as salesman, sales clerk, advertising or insurance agent, real estate broker	12	12	12
SERVICE such as barber, beautician, practical nurse, private household worker, janitor, waiter	13	13	13
TECHNICAL such as draftsman, medical or dental technician, computer programmer	14	14	14

Table 4-1

Validity Study

Percent Frequency of Occupational Categories

For Fathers

Occupational Category	Percent Frequency From Parent	Percent Frequency From Student	Percent Agreement
Clerical	4.31	1.57	23
Craftsman	14.09	18.19	36
Farmer	3.56	2.58	63
Homemaker	1.69	--	--
Laborer	4.95	6.45	35
Manager	10.36	9.45	53
Military	1.27	1.97	100
Operative	12.85	6.97	25
Professional	14.51	12.83	66
Proprietor	10.57	7.69	41
Protective Services	2.45	1.56	64
Sales	3.72	3.42	43
Service	2.10	3.99	61
Technical	2.93	1.67	23
No Response	10.66	21.68	--
Overall Percent Agreement (for all categories)			39

Source: National Longitudinal Study Report, Appendix F, Table F-16, pp. F-227 and F-228.

Table 4-2

Validity Study

Percent Frequency of Occupational Categories

For Mothers

Occupational Category	Percent Frequency From Parent	Percent Frequency From Student	Percent Agreement
Clerical	21.68	16.70	60
Craftsman	1.24	.29	23
Farmer	.16	1.52	100
Homemaker	42.09	39.37	71
Laborer	2.22	.26	--
Manager	2.33	.50	18
Military	--	--	--
Operative	6.11	3.99	45
Professional	10.47	9.05	69
Proprietor	1.91	.89	26
Protective Services	.52	.28	54
Sales	2.79	2.72	31
Service	7.31	6.38	37
Technical	--	.60	--
No Response	1.17	17.45	--
Overall Percent Agreement (for all categories)			58

Source: National Longitudinal Study Report, Appendix F, Table F-16, pp. F-229 and F-230.

mothers' occupations only 58% of the time. Fathers' occupation categories having the lowest agreement rates were Clerical (23%), Technical (23%), and Operative (25%), while the highest rates of agreement were found in Military (100%), Professional (66%), Protective Services (64%), and Farmer (63%).

Mothers' occupations having the lowest agreement rates were Laborer (0%), Manager (18%), Craftsman (23%), and Proprietor (26%), and the highest rates of agreement were found in Farmer (100%), Homemaker (71%), and Professional (69%).

The higher overall rate of agreement in mothers' occupational categories, compared to that of fathers, almost entirely can be explained by the high frequency category "Homemaker," with its high (71%) agreement.

Despite the low overall agreement between students and their parents, the percentage frequencies produced by students and parents for the categories are quite similar. The highest discrepancy in fathers' occupation is found in the Operative category where the difference in percentage frequency is only 5.88%. The similar result for mothers' occupation, found in the Clerical category, is a maximum discrepancy of 4.98%. Since, for purposes of our discussion, we will rely largely upon the percentage frequencies of separate occupational categories, we may have confidence that the results are reasonably valid.

Fathers' Occupational Categories

Percentage frequency distributions of fathers' occupational categories are shown in Table 4-3 for selected subgroups of the high school class of 1972. Listings for male and female students' fathers were not appreciably different from the Overall column and were therefore not tabulated. Table 4-3 omits 4,548 students from the sample owing to missing data and 548 students belonging to ethnic subgroups too small to be analyzed here.

Table 4-3

Percentage Frequencies of Fathers' Occupational Categories

Category	General	Academic	Voc.-Tech.	White	Black	Overall
A. Clerical	2.79	2.59	2.45	2.57	3.18	2.61
B. Craftsman	19.84	14.58	21.97	17.37	21.30	17.64
C. Farmer	6.27	3.83	6.82	5.18	4.69	5.15
D. Homemaker	.30	.08	.40	.17	.80	.21
E. Laborer	11.31	8.05	15.08	9.56	23.03	10.48
F. Manager	12.48	17.33	8.37	14.74	4.58	14.05
G. Military	3.13	2.34	2.84	2.53	4.58	2.67
H. Operative	13.94	7.83	17.44	11.10	18.47	11.60
I. Professional	10.08	21.27	5.37	15.44	5.01	14.73
J. Proprietor	6.83	7.48	6.66	7.43	2.92	7.12
K. Protective Serv.	2.65	2.38	2.91	2.61	1.94	2.57
L. Sales	5.18	7.05	4.95	6.44	1.15	6.08
M. Service	2.64	1.61	2.31	1.74	6.25	2.05
N. Technical	2.56	3.57	2.44	3.11	2.10	3.04

Source: National Longitudinal Study, Appendix B-1, Table B-161.

Subtracting the Overall column from each of the columns and charting the resulting differences produced Figures 4-2 and 4-3. Letters at the bottom of these figures correspond to the occupational categories given in Table 4-3. Figure 4-2 indicates that fathers' occupations differ according to the curriculum of the student. General curriculum students tend to be slightly (2%) higher than the national figures in proportion of fathers having occupations in the Craftsman and Operative categories; they also tend to have proportionally fewer (5%) fathers in the professional category. Academic students tend to be somewhat overrepresented in fathers from Managerial (3%) and Professional (6%) categories, and underrepresented in fathers from Craftsman (3%), Labor (2%), and Operative (4%) categories.

The greatest deviations from the national figures, however, are to be found among students in Voc.-Tech. curricula. Such students are overrepresented in fathers from Craftsman (4%), Labor (5%), and Operative (6%) categories, and underrepresented in fathers from Managerial (6%) and Professional (9%) categories.

Black-White racial differences may be seen in Figure 4-3. Blacks tend to be overrepresented in Craftsman (4%), Labor (13%), Operative (7%), and Service (4%) occupations, while being underrepresented in Managerial (9%), Professional (10%), Proprietor (4%), and Sales (5%).

Summarizing these findings, it appears that the socioeconomic status of Academic students exceeds that of General students who, in turn come from higher SES backgrounds than do Voc.-Tech. students, as evaluated by the occupations of the fathers of these students. In a similar way we observe that the SES level of Black students is lower than that of Whites.

We may remove some of the subjectivity of this evaluation by applying a set of weights to the occupational categories. These weights, due to Duncan (1)

Figure 4-2

Father's Occupation

Percentage Deviation from National Distribution of Occupational Percentages

(by Curriculum)

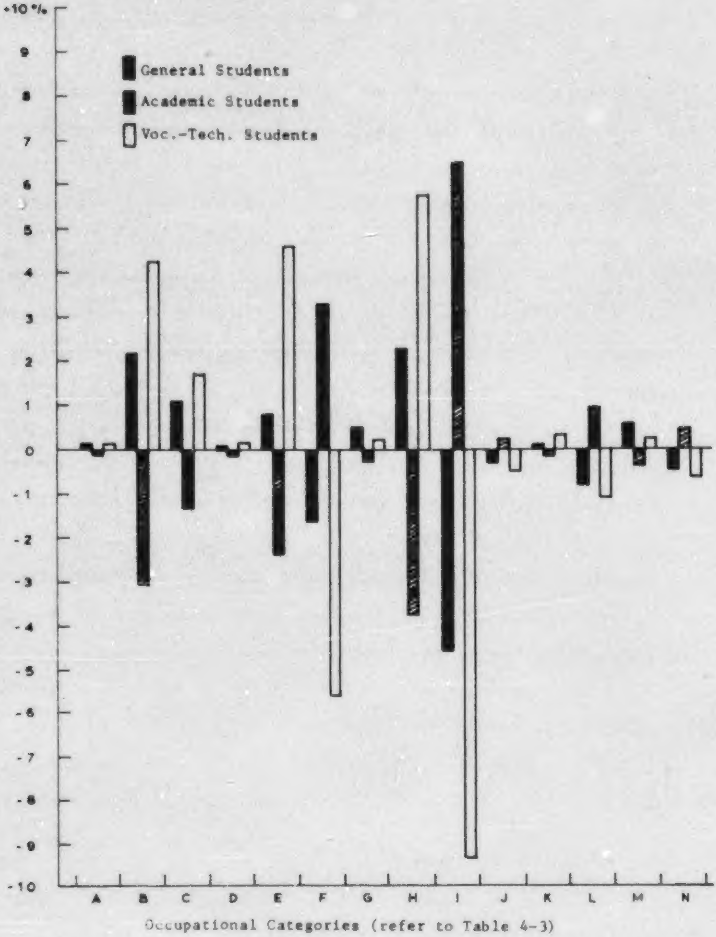
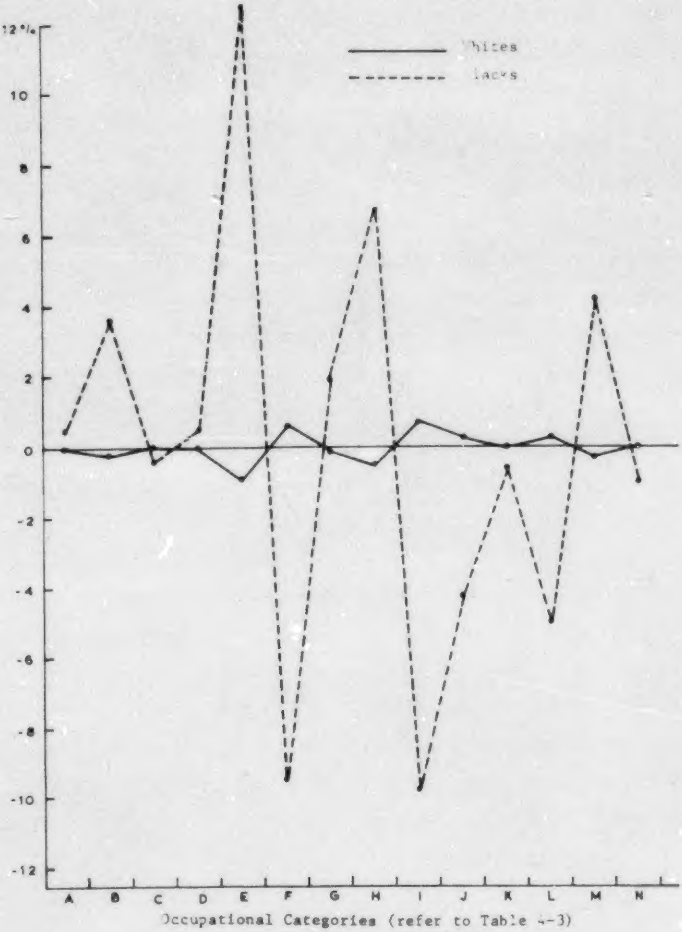


Figure 4-3

Father's Occupation

Percentage Deviation from National Distribution of Occupational Percentages

(By Race)



scale the occupational categories by socioeconomic status. Two categories, Homemaker and Military, each of which reflect broad SES ranges, are not included in the Duncan scaling. Ogives of the distribution of the Duncan SES index are presented in Figure 4-4 for the three curricula. The ogives clearly show the relationship previously suggested. Moreover, the median SES index value would be approximately 49 for Academic students, 25 for General students, and 20 for Voc.-Tech. students.

Mothers' Occupational Categories

The percentage frequency distribution of mothers' occupational categories are presented in Table 4-4. As before, the differences in distributions produced by male and female students were inappreciable and are therefore not shown. Table 4-4 omits 4070 students from the National Longitudinal Study for whom key data were missing and an additional 387 students in categories of minority groups too small to allow separate analysis.

Deviations of subgroups from the overall (national) percentages are displayed in Figures 4-5 (for curricula) and 4-6 (race). The Duncan SES index is portrayed for the three curricula in the ogives of Figure 4-7.

Figure 4-5 suggests that mothers of students in the General curriculum do not appreciably differ from the overall percentage distribution of occupations, while mothers of Academic students tend to be overrepresented (3%) in the Professional group and underrepresented (3%) in the Homemaker group.

Vocational-Technical students again reflect the greatest discrepancies. They tend to be overrepresented (6%) in mothers in the Homemaker category and underrepresented in the Clerical (3%) and Professional (5%) categories.

Racial differences in occupational categories (Figure 4-6) are also prominent in mothers as they were in fathers. Mothers of Black students tend

Figure 4-4

Duncan SES Index for Father's Occupation

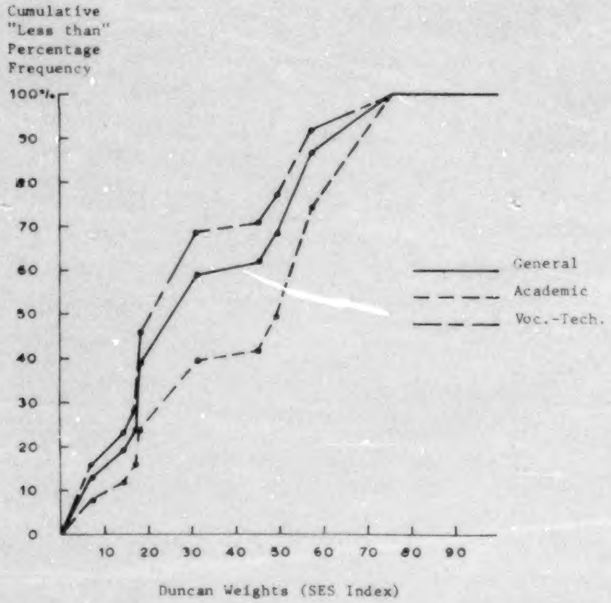


Table 4-4

Percentage Frequencies of Mothers' Occupational Categories

Category		General	Academic	Voc.-Tech.	White	Black	Overall
A.	Clerical	14.73	18.66	13.37	17.02	8.54	16.37
B.	Craftsman	.52	.66	.91	.64	1.06	.68
C.	Farmer	1.52	.70	1.39	.95	2.68	1.09
D.	Homeworker	55.19	51.70	60.81	55.09	50.42	54.73
E.	Laborer	1.38	1.23	1.67	1.33	1.83	1.37
F.	Manager	1.80	1.70	1.50	1.65	2.04	1.68
G.	Military	.21	.08	.24	.14	.25	.15
H.	Operative	3.53	2.40	4.37	3.04	4.51	3.16
I.	Professional	7.15	12.55	4.72	9.09	11.46	9.28
J.	Proprietor	1.39	1.31	.79	1.26	.68	1.22
K.	Protective Serv.	.32	.22	.16	.23	.29	.24
L.	Sales	3.63	3.50	3.84	3.75	2.07	3.62
M.	Service	7.98	4.60	5.54	5.15	13.06	5.76
N.	Technical	.64	.69	.69	.64	1.11	.68

Source: National Longitudinal Study, Appendix B-1, Table B-162.

Figure 4-5

Mother's Occupation

Percentage Deviation from National Distribution of Occupational Percentages

(by Curriculum)

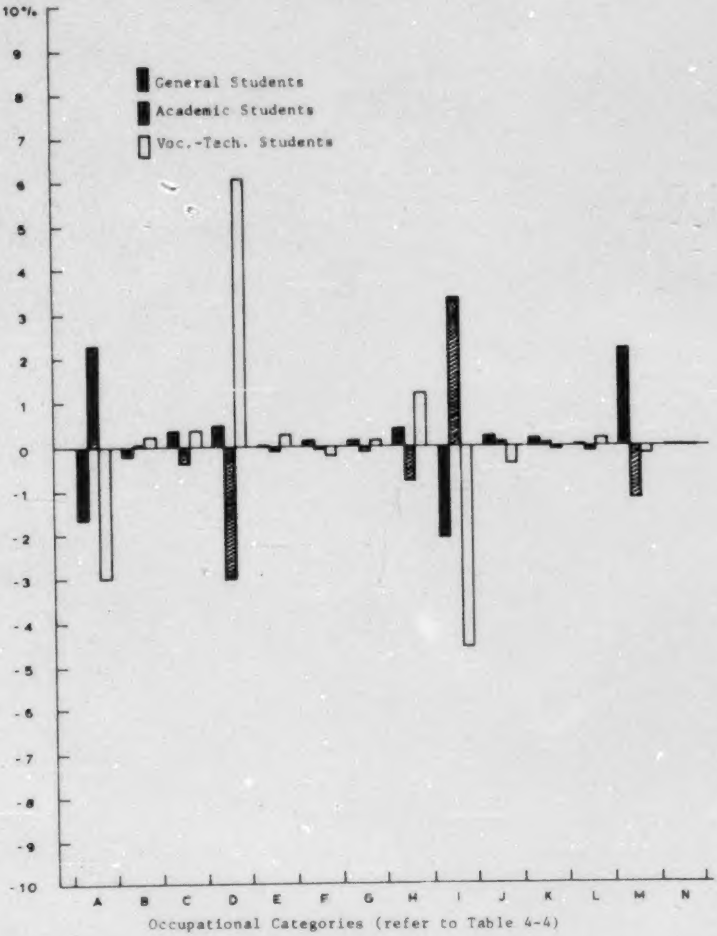


Figure 4-6

Mother's Occupation

Percentage Deviation from National Distribution of Occupational Percentages

(by Race)

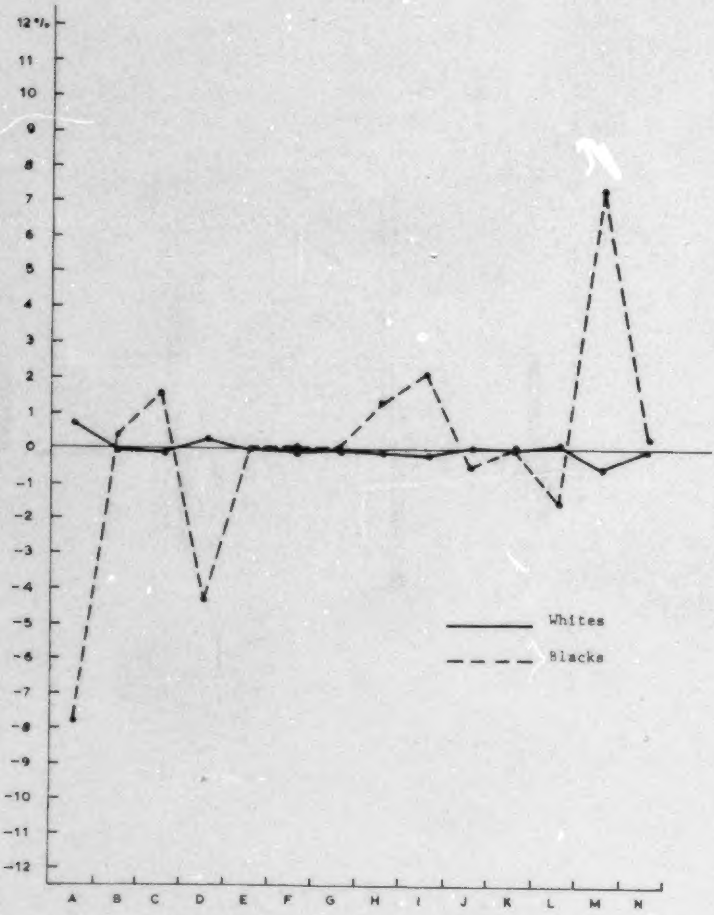
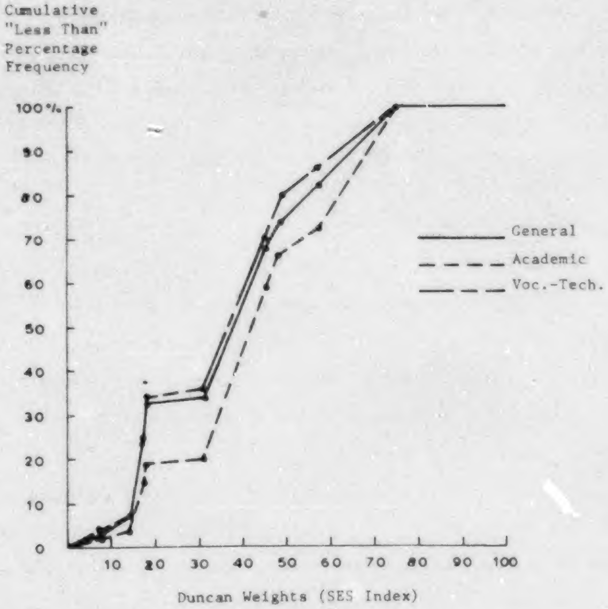


Figure 4-7

Duncan SES Index for Mother's Occupation

(by Curriculum)



to be overrepresented (7%) in the Service category and underrepresented in the Clerical (8%) and Homemaker (4%) categories.

The Duncan SES index reveals the same ordering of curricula by SES based upon mothers' occupations as was found in fathers' occupations, Academic students having the highest SES, Voc.-Tech. students having the lowest SES, and General students falling in between. The differences in median SES levels, as measured by mothers' occupations, are not so great as was found in fathers' occupations. The median SES index scores from mothers' occupation are 42 (Academic), 38 (General) and 37 (Voc.-Tech.). These medians have a range of only 5 points whereas the corresponding range based on fathers' occupations is 29 points.

PARENTAL EDUCATION

Validity of the Measures

Figure 4-8 is a replica of the NLS Student Questionnaire item which was used to obtain the parents' levels of education from students in the sample. During the validity study previously described this item was also answered by parents of selected sample students and the responses of parents compared to the corresponding responses of students. A summary of the results of that comparison appears in Table 4-5.

Results are similar in pattern to those obtained for parental occupation, with the non-response rate of students exceeding that of their parents. The parent-to-student agreement rate ranges from 75% for mothers who obtained a graduate degree to 13% for mothers who had attended an adult education program, and from 69% for fathers who finished high school to 18% for fathers who had attended a business or trade school. The overall rates of agreement, 50% for father's education and 55% for mother's education, like the individual agreement

Figure 4-8

Parental Education Items from Student Questionnaire SQ90

90. What was the highest educational level each of the following persons completed? If you are not sure, please give your best guess.

(Circle one number in each column.)

	Father or male guardian	Mother or female guardian	Oldest brother or sister
Doesn't apply	1	1	1
Did not complete high (secondary) school	2	2	2
Finished high school or equivalent	3	3	3
Adult education program	4	4	4
Business or trade school	5	5	5
Some college	6	6	6
Finished college (four years)	7	7	7
Attended graduate or professional school (for example, law or medical school), but did not attain a graduate or professional degree	8	8	8
Obtained a graduate or professional degree (for example, M.A., Ph.D., or M.D.)	9	9	9

Table 4-5

Validity Study

Percentage Frequency Distribution of Educational Levels of Parents

Fathers' Educational Level	Percentage Frequency From Parent	Percentage Frequency From Student	Parent Agreement
Does not apply	10.96	4.29	5
Less than High School	22.39	22.03	58
Finished High School	27.27	27.20	69
Adult Ed. Program	.85	.75	--
Business or Trade School	4.02	4.92	18
Some College	12.45	9.61	50
Finished 4 Years College	10.08	9.95	66
Attended Graduate School	2.76	4.44	25
Obtained Graduate Degree	5.99	4.84	55
No Response	3.23	11.97	--
Overall percent agreement			50%

Table 4-5 (continued)

Validity Study

Percentage Frequency Distribution of Educational Levels of Percents

Mothers' Educational Level	Percentage Frequency From Parent	Percentage Frequency From Student	Parent Agreement
Does not apply [a]	4.01	1.76	--
Less than High School	21.74	16.51	52
Finished High School	38.52	37.44	72
Adult Ed. Program	2.05	1.93	13
Business or Trade School	6.97	5.89	35
Some College	14.51	12.08	51
Finished 4 Years College	5.31	6.54	70
Attended Graduate School	2.53	1.42	16
Obtained Graduate Degree	2.20	2.55	75
No Response	2.17	13.89	--
Overall percent agreement			55%

rates for separate levels for education, are seen to be small; however, the percentage frequency distribution produced by parents and by students are quite similar. Since we shall depend only upon frequency distributions for the discussion to follow, we may have some assurance of the validity of the results.

Fathers' Educational Level

The distributions of educational level for fathers are given in Table 4-6. Since the distribution produced by male students was highly similar to that produced by female students they are not shown. Figures 4 -9 and 4 -10 display percentage deviations of selected subgroups of students from the national (overall) distribution. Figure 4 -9 for the three curricula and Figure 4-10 for Blacks and Whites.

These data suggest that fathers of General curriculum students are overrepresented in the categories having completed high school or less, and tend to be underrepresented in categories corresponding to college education. A similar effect may be noticed in Voc.-Tech. students except that the deviations from the national figures are greater. Academic students present somewhat the opposite effect, tending to have fathers with college training and tending less frequently than is usual to have fathers who had not completed high school.

The Black-White comparison of Figure 4-10 is dominated by the larger number of Whites in the population, but indicates strong tendencies for Black to have fathers with less than high school educations and to have relatively fewer fathers with college training. From Table 4-6 we may note that 46% of the nation's Black students have fathers who did not complete high school, nearly twice the figure for White students.

Table 4-6

Percentage Frequency Distribution of Father's Educational Level

Educational Level	General	Academic	Voc.-Tech.	White	Black	Overall
Does not Apply	3.47	1.21	4.54	2.00	9.42	2.61
Less than High School	33.11	18.69	41.90	26.45	46.46	28.10
Finished High School	31.91	29.49	34.69	31.83	26.19	31.37
Adult Ed. Program	1.56	1.02	1.10	1.16	1.59	1.19
Business or Trade School	5.42	6.46	4.00	5.69	4.61	5.60
Some College	10.94	13.70	7.15	11.90	6.03	11.42
Finished 4 Years College	8.35	15.37	3.99	11.50	2.69	10.77
Attended Grad. School	1.84	3.93	1.11	2.83	1.17	2.69
Obtained Grad. Degree	3.40	10.13	1.52	6.64	1.86	6.24

Source: National Longitudinal Study, Appendix B-II. Table B-388.

Figure 4-9

Percentage Deviations From The National Distribution
of Father's Educational Level
(by Curriculum)

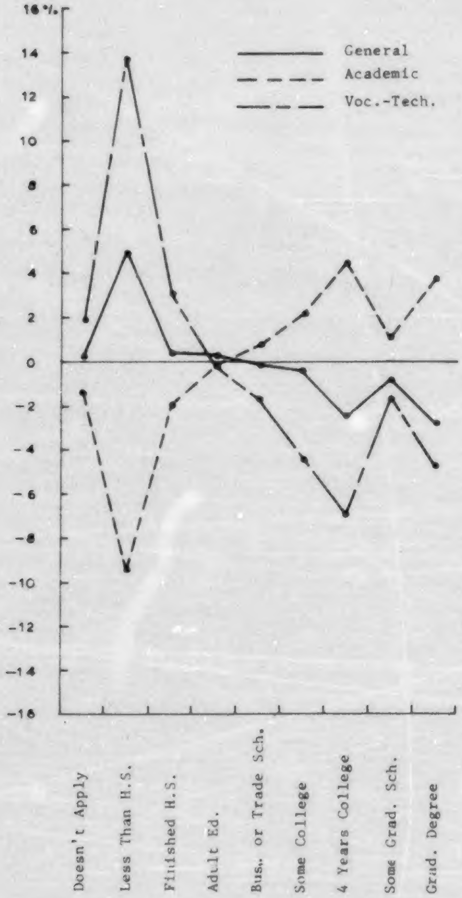
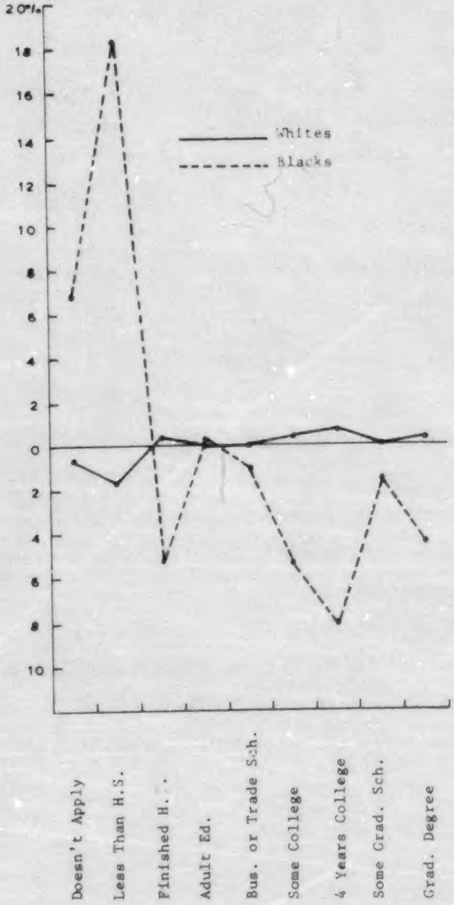


Figure 4-10

Percentage Deviations from The National Distribution of Father's Educational Level (by Curriculum)



Taken in toto, these facts point to the SES ordering observed earlier; namely, that the SES of Voc.-Tech. student is lower than that of General students who, in turn, are lower in SES than Academic students. As before, the SES level of Blacks is observably lower than that of Whites.

An alternative viewpoint may be obtained by scaling the educational levels of fathers. A set of criterion scale weights were generated for this purpose during the National Longitudinal Study through a factor analysis of 23 items in the Student Questionnaire which related to SES (4). Ogives of the percentage frequency distributions of fathers educational levels (as criterion scaled) are displayed in Figure 4-11 by curriculum.

Inspection of Figure 4-11 verifies the earlier findings regarding the ordering of the three curricula by SES.

Mothers' Educational Level

The percentage frequency distributions of levels of mothers' education are given in Table 4-7 for the three curricula, for Blacks and Whites, and for the national (overall) distribution. The distributions produced by male and female students were highly similar, with two small exceptions--the percentage of males who indicated their mothers' educational level to be less than high school was about 5% lower than the similar percentage produced by females, and about 5% more males than females indicated their mothers had finished four years of high school. No explanation has been found to account for this phenomenon. Apart from these small differences the frequency distributions produced by males and females were similar so that they are not reproduced below.

Figure 4-11

Cumulative P[illegible]ntage Frequency Distributions of Criterion Scores
for Father's Educational Level
(by Curriculum)

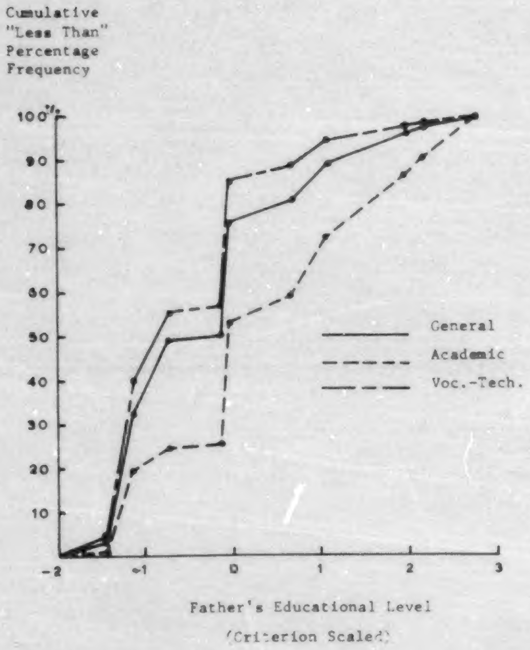


Table 4-6

Percentage Frequency Distribution of Mothers' Educational Level

Educational Level	General	Academic	Voc.-Tech.	White	Black	Overall
Does not Apply	2.22	.81	2.81	1.44	4.21	1.67
Less than High School	27.86	15.28	35.28	22.11	38.26	23.46
Finished High School	44.68	42.67	46.68	45.09	34.01	44.16
Adult Ed. Program	2.62	1.21	2.61	1.68	4.70	1.93
Business or Trade School	5.06	8.51	3.51	6.57	4.27	6.38
Some College	9.31	13.90	5.14	10.91	7.02	10.58
Finished 4 Years College	5.42	11.69	1.95	7.99	4.08	7.67
Attended Grad. School	1.40	2.31	1.13	1.85	.95	1.78
Obtained Grad. Degree	1.42	3.62	.89	2.35	2.50	2.37

Source: National Longitudinal Study, Appendix B-II, Table B-389.

Figures 4-12 and 4-13 show the percentage deviations from national averages of mothers' educational levels for curricula and race, respectively. In general these results parallel the previously presented results for fathers' educational level, although it appears that mothers' educational levels tend to deviate from the national levels slightly less than do those of fathers.

Criterion scaled educational level scores for mothers in each of the three curricula are shown in Figure 4-14. A careful comparison of Figure 4-11, corresponding to fathers' criterion scores, and Figure 4-14 indicates no appreciable differences between the two sets of data other than the reduced amount of variation already noted for mothers compared to fathers.

Thus, the SES implication of mothers' educational levels are similar to those of fathers, and the relative orderings of curricula and races by SES is the same as noted earlier.

Educational Press

During the National Longitudinal Study a set of 23 "status" variables were factor analyzed to produce a first varimax factor which has been titled "educational press"(5). Variables loading into this factor included friends' plans, career preferences, educational preferences, and the educational wishes of parents regarding the student. While not strictly an SES variable, we may nonetheless consider that the societal pressures visited upon the student in the direction of increased education might be a factor in the students' propensity to seek such additional education, and that such pressures might more frequently be found in upper SES homes than in lower ones.

Accordingly, the educational press variate has been displayed in Figure 4-15 (for curricula), Figure 4-16 (for Blacks and Whites), and Figure 4-17 (for males and females).

Figure 4-12

Percentage Deviations from The National Distribution of Mother's Educational Level (by Curriculum)

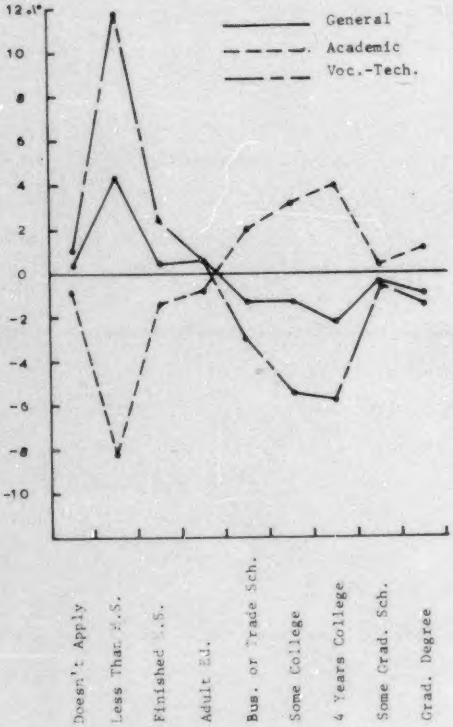


Figure 4-13

Percentage Deviations from The National Distribution of Mother's Educational Level (by Race)

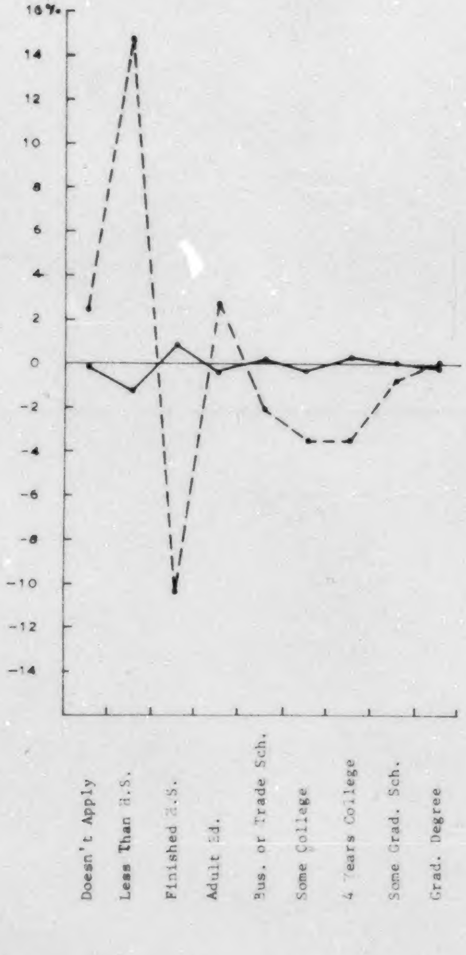


Figure 4-14

Cumulative Percentage Frequency Distributions of Criterion Scores
for Mother's Educational Level
(by Curriculum)

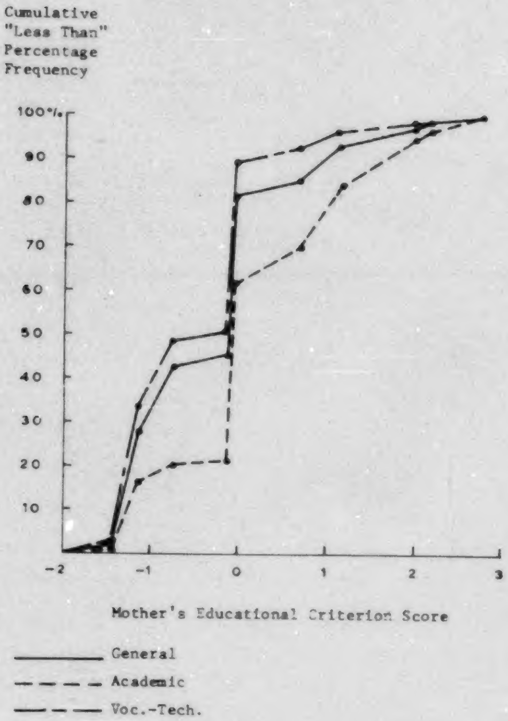
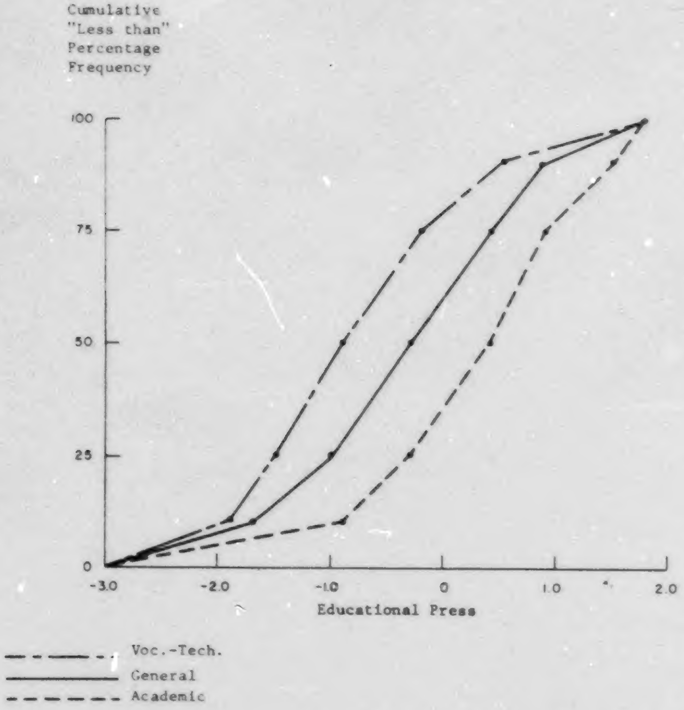


Table 4-15

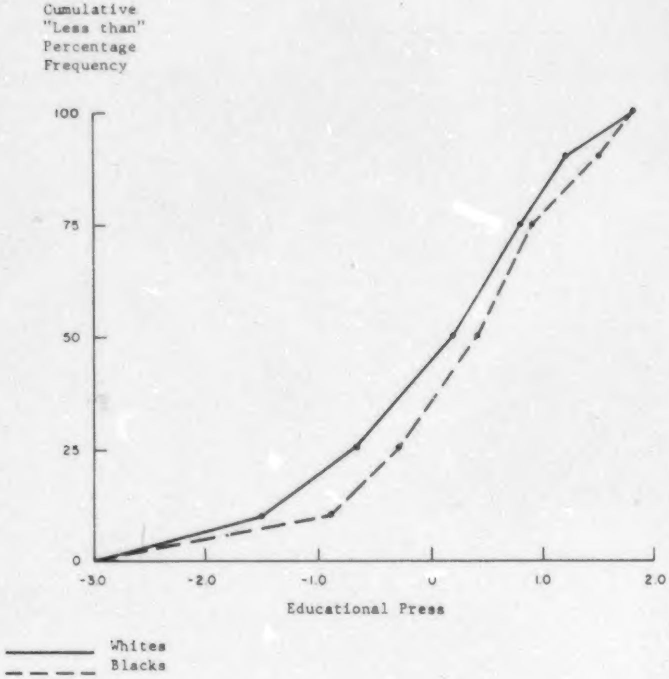
Educational Press, By Curricula



Source: National Longitudinal Study, Appendix D, Table D-315, pp. D-636 and D-637.

Figure 4-16

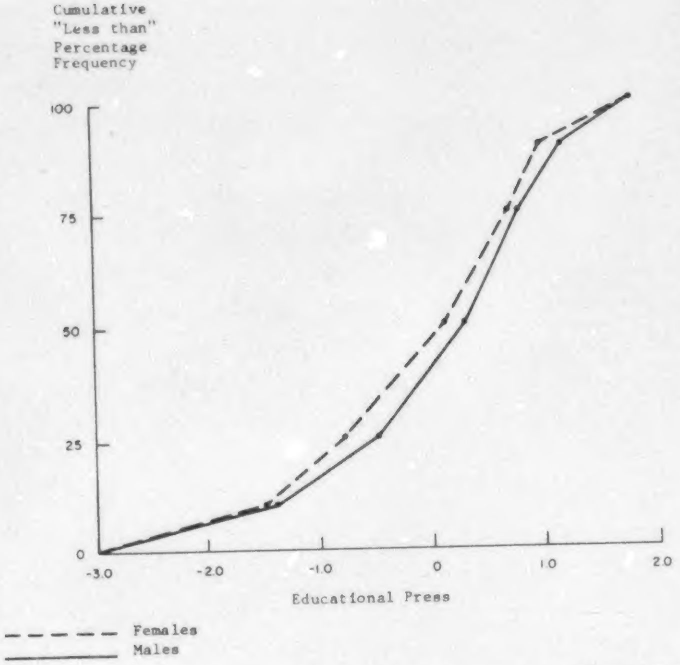
Educational Press, By Race



Source: National Longitudinal Study, Appendix D, Table D-315, pp. D-636 and D-637.

Figure 4-17

Educational Press, By Sex



Source: National Longitudinal Study, Appendix D, Table D-315, pp. D-636 and D-637.

Interpretation of the educational press variate must be undertaken with caution. Since educational press is a composite variate derived from several raw data, the problem of nonresponse bias is seriously enlarged. Overall, 35% of the students in the sample could not be used owing to missing data. In some partitions of the sample the situation was much worse. Nearly half of the General and Voc.-Tech. students were omitted, and 65% of the Black students were omitted. In view of these high rates of loss to the educational press variate one may reasonably wonder whether it can be meaningfully interpreted.

Observation of Figure 4-15 suggests that educational press is much greater for Academic students than for General students, whose educational press is, in turn, much greater than that of Voc.-Tech. students. The variate seems to produce a strong separation of the three curricula. In view of the previous SES ordering of curricula obtained through other variates such a result is reasonable. Figure 4-16, however, suggests that the educational press of Blacks is greater than that of Whites, a somewhat surprising result. About 44% of the White students and 35% of the Black students have educational press scores less than zero; the difference in these proportions is significant (^{2} = 58.325 with one degree of freedom, $p > .001$), hence it is unlikely that this result should be treated as spurious. Competing explanations for the finding could reasonably include the following: (a) the result may be due to nonresponse bias produced by the 65% nonresponding Black students--such an interpretation would be consistent with what is known of the direction of nonresponse bias; (b) the educational press factor may be invalid or unreliable--yet nothing improper was detected with the items used to produce the factor and the factor produced an internal consistency index (similar to Cronbach's Coefficient Alpha) of .73, which seems respectable; and (c) the factor may not be similarly defined for

Blacks and Whites--but evidence gathered during the National Longitudinal Study (6) suggests that while there may be a slight sex difference there is little reason to suppose a racial difference.

On balance, the possibility of higher educational press among Blacks than among Whites, must be admitted unless the high nonresponse rate of Blacks has tended to leave only those Blacks with high educational press in the usable portion of the sample.

Figure 4-17 indicates that males are significantly higher in educational press than are females ($p < .001$). This result, while not being surprising, serves as a proof that the educational press variate is not identical to SES, since theory would suggest that the SES levels of males and females should be the same.

INCOME

Validity of The Measures

Item 93 from the Student Questionnaire, which relates to family income, is reproduced in Figure 4-18. The validity of the item was investigated during the validity study by asking selected students and parents to respond to the item. Parents' responses were then matched with those of students and the degree of agreement between them computed. A summary of those results appears in Table 4-8. The overall rate of agreement, 29%, is undesirably low, and is appreciably lower than the corresponding agreement rates obtained earlier for parental occupation and education level. In those variates, however, the distributions produced by parents and students were highly similar. In the case of income this does not seem to be the case. Notable differences occur in the nonresponse rate (that of students being nearly four times that of parents), in

Figure 4-18

Student Questionnaire Item 93

93. What is the approximate income before taxes of your parents (or guardian)? Include taxable and non-taxable income from all sources.

	(Circle one.)
Less than $3,000 a year (about $60 a week or less)	01
Between $3,000 and $5,999 a year (from $60 to $119 a week)	02
Between $6,000 and $7,499 a year (from $120 to $149 a week)	03
Between $7,500 and $8,999 a year (from $150 to $179 a week)	04
Between $9,000 and $10,499 a year (from $180 to $209 a week)	05
Between $10,500 and $11,999 a year (from $210 to $239 a week)	06
Between $12,000 and $13,499 a year (from $240 to $269 a week)	07
Between $13,500 and $14,999 a year (from $270 to $299 a week)	08
Between $15,000 and $18,000 a year (from $300 to $359 a week)	09
Over $18,000 a year (about $360 a week or more)	10

Table 4-8

Validity Study

Percentage Frequency Distributions of Family Income

Income (Dollars)	Percentage Freq. from Parents	Percentage Freq. from Students	Percent Agreement
Less than 3,000	3.18	5.64	73
3,000-5,999	11.05	8.89	49
6,000-7,499	8.14	7.67	20
7,500-8,999	9.34	8.81	29
9,000-10,499	10.82	10.31	18
10,500-11,999	5.52	9.17	25
12,000-13,499	8.92	9.39	40
13,500-14,999	7.80	6.53	11
15,000-18.000	15.52	5.23	15
Over 18,000	15.04	10.32	44
No Response	4.68	18.05	--
Overall rate of agreement			29%

Source: National Longitudinal Study, Appendix F, Table F-16, p. F-226.

the 4-1/2% difference between parents and students at the $10,500 - $11,999 income level, in the 10% difference at the $15,000 - $18,000 level, and in the 5% difference at the "over $18,000" level.

In addition to these concerns, there is evidence of a sex-effect bias in the income reported by students. Females more frequently tend to report lower incomes than males, and males more frequently tend to report higher incomes than females. The magnitude of this effect may be observed in Table 4-9.

Before Taxes Parental Income

The income of parents is given in Table 4-9 for various partitions of the sample, and displayed graphically in the ogives of Figures 4-19 and 4-20.

Median family incomes were computed in the National Longitudinal Study (7) as follows:

Males	$11,242
Females	10,153
Whites....................	11,286
Blacks....................	5,987
General..................	9,922
Academic.................	12,404
Voc.-Tech................	9,041

The SES ordering of the medians as well as the ogives is the same as those observed earlier; namely, that the SES level of Voc.-Tech. students tends to be somewhat less than that of General students who, in turn, tend to have a lower SES level than that of Academic students. Especially noteworthy is the $5,000 difference in median incomes of Blacks and Whites, a result which again demonstrates the lower SES position of Blacks.

Table 4-9

Percentage Frequency Distributions of Parental Income

Income (Dollars)	Males	Females	General	Academic	Voc.-Tech.	White	Black	Overall
Less than 3,000	4.53	6.24	7.92	2.30	8.08	3.03	25.13	5.34
3,000-5,999	8.91	11.89	12.43	6.56	15.13	8.60	24.98	10.31
6,000-7,499	9.38	12.13	11.63	7.89	15.07	10.33	13.68	10.68
7,500-8,999	10.11	9.75	10.58	8.84	11.33	9.85	10.77	9.94
9,000-10,499	11.95	13.03	12.18	11.58	14.60	12.87	8.92	12.46
10,500-11,999	10.26	9.29	9.74	9.99	9.50	10.32	5.36	9.80
12,000-13,499	9.80	9.28	8.47	10.38	9.30	10.26	3.57	9.56
13,500-14,999	7.84	6.61	7.29	8.78	4.15	7.88	1.90	7.26
15,000-18.000	10.03	8.37	8.31	11.52	5.88	10.02	2.65	9.25
Over 18,000	17.19	13.41	11.44	22.15	6.96	16.85	3.04	15.41

Source: National Longitudinal Study, Appendix B-II, Table B-394.

Figure 4-19

Distributions of Family Income

(by Curriculum)

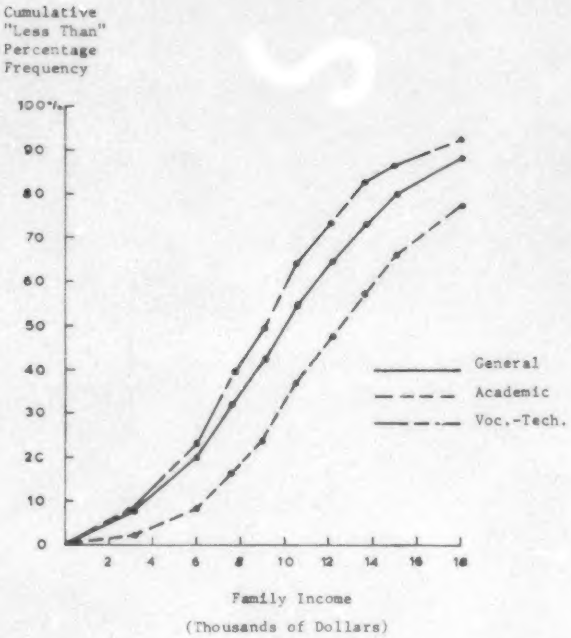
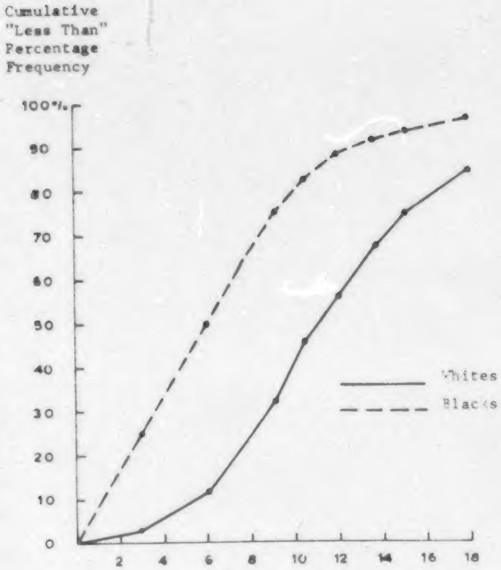


Figure 4-20

Distributions of Family Income

(by Race)



Family Income

(Thousands of Dollars)

POSSESSIONS

Item 94 of the Student Questionnaire (Figure 4-21) asked students to indicate whether there were certain possessions within the home. The results are displayed in Table 4-10. Several aspects of this table are notable.

Sex differences can be found. Males tend more frequently to have a tape recorder in their home and to come from homes having a dishwasher or two or more cars. Females tend more frequently than males to come from homes where there is a typewriter. In consideration of the interests and cultural sex-role stereotypes of males, as opposed to those of females, these results seem reasonable.

Curriculum differences strongly suggest the SES advantage of Academic students over students in other curricula--there is no category in which the General or Voc.-Tech. student is more likely to have a given possession than the Academic student. The comparison of General and Voc.-Tech. students indicate a slight SES advantage of General students in the higher incidence of color televisions, dishwashers, and two or more automobiles in the home.

Racial differences are very strong, again indicating the SES disadvantage of Blacks compared to that of Whites.

COMPOSITE SES

It was mentioned earlier that a set of 23 status-related variables were submitted to a factor analysis and subsequent Varimax rotation. The first factor to result was the Educational Press factor discussed above. The second factor was a socioeconomic status factor. Factor scores of individuals on this factor provide a composite measure of SES. The factor is only moderately internally consistent. The measure of consistency (similar to Cronbach's

Figure 4-21

Student Questionnaire Item 94

94. Which of the following do you have in your home?

(Circle one number on each line.)

	Have	**Do not have**
A specific place for study	1	2
Daily newspaper	1	2
Dictionary	1	2
Encyclopedia or other reference books	1	2
Magazines	1	2
Record player	1	2
Tape recorder or cassette player	1	2
Color television	1	2
Typewriter	1	2
Electric dishwasher	1	2
Two or more cars or trucks that run	1	2

Table 4-10

Possessions of The Family

Percentage of Respondents Indicating The Presence of Possessions

	Males	Females	General	Academic	Voc.-Tech.	White	Black	Overall
Place to Study	64%	61	59	67	59	63	62	63
Newspaper	90	90	87	94	87	91	79	90
Dictionary	99	99	98	99	98	99	97	99
Encyclopedia	90	90	87	93	88	91	80	90
Magazines	93	93	92	94	91	93	88	93
Record Player	96	97	95	97	96	97	94	96
Tape Recorder	75	67	69	74	69	72	66	71
Color Television	64	61	62	65	58	65	44	63
Typewriter	79	84	75	88	78	84	61	82
Dishwasher	42	37	34	49	26	42	9	39
2 or more autos	80	73	77	77	72	79	47	76

Source: National Longitudinal Study, Appendix B-II, Tables B-395 through B-405.

Coefficient alpha was .58. Nonetheless, the structure of the factor was fairly uniform within each of the four sex x race partitions of the sample tested. Variables loading into the factor were parents occupations, educations, and income, presence of an electric dishwasher (missing for the factor in the case of Black males), presence of a typewriter (for Black males), and two or more cars (present for the total sample but not for the partition of the sample).

Factor scores were obtained and compared for males and females but no appreciable differences were noted. Partitions for curriculum and race (Figures 4-22 and 4-23, respectively) indicated SES differences similar to those observed earlier.

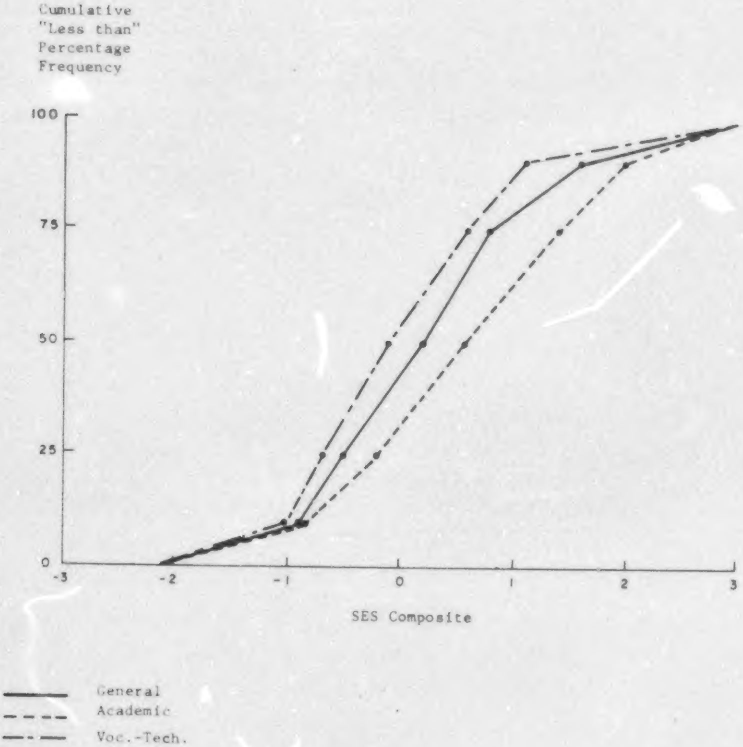
SUMMARY

The analyses presented above have evaluated the socioeconomic status (SES) of students in the high school class of 1972 through comparisons of curriculum and race. The concept of SES was approached through (a) status of parents' occupations, (b) educational levels of parents, (c) educational press on the student, (d) parental income, (e) home possessions, and (f) a composite measure of SES.

Results of the six separate analyses were highly similar, indicating that the SES level of the Academic student is superior to that of students in General and Voc.-Tech. curricula. In most instances Voc.-Tech. students were seen to be similar to General students, in the variables studied but slightly lower in SES. The SES of Black students was found to be markedly lower than that of White students.

Figure 4-22

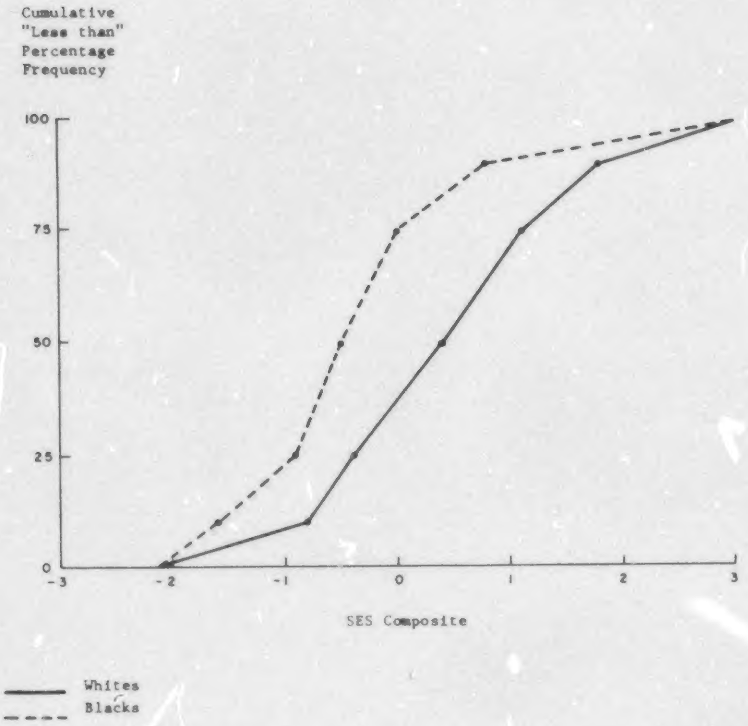
SES Composite Measure, By Curriculum



Source: National Longitudinal Study, Appendix D, Table D-316, pp. D-638 and D-639.

Figure 4-23

SES Composite Measure, By Race



Source: National Longitudinal Study, Appendix D, Table D-316, pp. D-638 and D-639.

Notes

1. Duncan, O. D., "A socioeconomic index for all occupations," in A. J. Reiss, Jr., O. D. Duncan, P. K. Hatt, and C. C. North (Eds.), *Occupations and Social Status*, New York: Free Press of Glencoe, 1961, pp. 109-138.

   The weights assigned to the occupational categories in the National Longitudinal Study are displayed in Table 5-12, p. 5-42 of the NLS Final Report.

2. Source: National Longitudinal Study Report, Appendix F, Table F-16, p. F-231.

3. Source: National Longitudinal Study Report, Appendix F, Table F-16, p. F-232.

4. The development of the criterion weights is more completely discussed in the NLS Final Report. See National Longitudinal Study Final Report, pp. 5-25 through 5-29.

5. A more detailed discussion may be found in National Longitudinal Study Final Report, pp. 5-38 through 5-47.

6. National Longitudinal Study Final Report, p. 5-45.

7 National Longitudinal Study Final Report, p. 6-15.

CHAPTER 5

PARTICIPATION IN FEDERAL PROGRAMS

INTRODUCTION

Students in the National Longitudinal Study were asked to indicate whether they participated in any of the following Federal educational programs:

- Cooperative Vocational Education Program (Co-op)
- High School Vocational Education Work-Study Program (Work-Study)
- Neighborhood Youth Corps (NYC)
- Talent Search
- Upward Bound

This chapter presents an exploration of some of the characteristics of students who indicated they had participated in the programs.

PARTICIPATION IN FEDERAL PROGRAMS

A summary of participation rates, by sex, curriculum, and race is provided in Table 5-1 which presents several interesting facts. The most salient fact is that the programs are not of equal size. The Work-Study program is largest, with an estimated 277,000 students enrolled in the program nationwide, a figure which represents roughly 10% of the high school class of 1972. Talent Search and Upward Bound are much smaller than the other federal programs, each enrolling fewer than 2% of the high school senior class.

Participation rates in the federal programs are similar for the two sexes, but differ appreciably between races and among curricula. Voc.-Tech. students were heavily enrolled in the Co-op program and in the Work-Study program (about 1/5 of all Voc.-Tech. students indicated enrollment in each program). In these same two federal programs general students were slightly

Table 5-1

Summary of Participation in Federal Programs
(Figures in Percentages Except as Noted)

	Program				
	Co-Op	Work-Study	NYC	Talent S.	Upward B.
Sex:					
Males	7.77%	10.18	6.03	1.68	.63
Females	7.21	9.73	7.06	1.47	.86
Curriculum:					
General	7.30	10.39	8.18	2.49	.79
Academic	2.51	3.26	4.46	1.09	.79
Voc.-Tech.	17.40	22.38	8.61	1.34	.60
Race:					
White	7.18	9.23	3.89	.96	.38
Black	10.30	16.74	31.07	7.31	4.10
Excluded classes	8.15	13.16	13.48	3.34	1.75
All Students:	7.62	10.34	7.19	1.76	.83
(Number)	204,136	276,783	191,015	46,735	22,083

less than half as likely to participate, and Academic students were about one-sixth as likely to participate.

The NYC program enrolled about 8% of the General and Voc.-Tech. students, and about 4% of the Academic students. The Talent Search and Upward Bound programs did not distinguish the students by curriculum--the rates of participation were fairly uniform across all three.

Blacks were proportionally more represented in all of these programs than Whites, and nearly a third of all Black respondents indicated participation in the Neighborhood Youth Corps. People of other ethnicities (shown as "excluded classes" in Table 5-1), while not present with the participation rates of Blacks, were still represented relatively more frequently than Whites. Owing to the numbers of Blacks, Whites, and others in the general population, we might expect most enrollees of the Co-op and Work-Study programs to be White, while the other programs would be roughly equal in numbers of Blacks and Whites.

The estimated enrollment in all federal programs, nationwide, should be approximately 741,000 students--about one-fourth of all high school seniors in 1972.

ACADEMIC PERFORMANCE OF FEDERAL PROGRAM PARTICIPANTS

In the main the students in federal programs do not report their grades as being appreciably different from those reported by nonparticipants. Work-Study students, however, from General and Academic curricula, reported receiving significantly lower grades than did nonparticipants in the same curricula ($p < .05$).

However, the composite measure of ability, developed by a factor analysis of several relevant variables in the National Longitudinal Study, indicates that, compared to nonparticipating students in the same high school curriculum, federal program participants are more frequently above the median ability score. A summary of this effect is presented in Table 5-2.

Table 5-2

Chi-square (df=1) Results Comparing Ability Factor Scores of Federal Program Participants and Nonparticipants in the Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	13.41*, p<.001	35.32*, p<.001	40.83*, p<.001	10.35*, p<.001	9.37*, p<.01
Academic	14.00*, p<.001	33.57*, p<.001	94.68*, p<.001	12.44*, p<.001	12.21*, p<.001
Voc.-Tech.	4.49*, p<.05	16.03*, p<.001	15.48*, p<.001	8.54*, p<.01	N.S.

*The number of federal program students with ability factor scores above the median is greater than expected.

N.S. = p > .05 (Not Significant)

The picture thus presented is one in which preponderantly bright students do not receive preponderantly high grades. There are at least two reasons which might be advanced to account for the situation. First, that the students tend to be underachievers who fail to achieve at a level commensurate with their ability, or second, that they do not receive appropriate recognition for their performance. No available data bear directly on the issue.

Some indirect data are available, however, which would tend to support the first conjecture. Work-Study students in General and Voc.-Tech. curricula are less likely to do homework than their peers (Table 5-3). Work-Study students,

Table 5-3

Chi-square (df=2) Results Comparing The Likelihood of Doing Homework in Federal Program Participants and Nonparticipants in The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	N.S.	14.09*, p<.005	7.92**, p<.05	N.S.	N.S.
Academic	N.S.	N.S.	11.13**, p<.005	N.S.	N.S.
Voc.-Tech.	N.S.	15.01*, p<.005	N.S.	N.S.	9.02**, p<.05

*The number of federal program students who do no homework is above that expected.

**The number of federal program students who do more than five hours of homework per week is above that expected.

N.S. = p > .05 (Not Significant)

regardless of curricula, are also more apt to spend 20 hours per week or more in employment than their peers (Table 5-4). Moreover, these students are more likely to complain that their job takes so much time that it interferes with school performance, a sentiment shared by Co-op students (Table 5-5). For these students we could therefore consider their scholastic performance to be lower than their potential would indicate owing to overly-demanding jobs.

This explanation is not wholly satisfactory since NYC students in General and Academic curricula report spending somewhat more time on their homework than their peers and the complaint of an over-demanding job is absent; nonetheless, their grades are insignificantly different from their peers while their ability level is elevated.

FEELINGS OF INTERFERENCE WITH SCHOOL

Participants in federal programs differed from their same-curriculum peers in a number of ways which related to perceived interferences with their schooling. Talent Search students from all curricula, and Academic students in all federal programs were more apt than their peers to indicate that teachers were not adequately helpful (Table 5-6). Poor teaching, however, was not generally a problem.

Transportation to school was more likely to be seen as a problem by NYC students from all curricula, by Talent Search students in General and Voc.-Tech. curricula, and by Upward Bound students in General and Academic curricula than by their like-curriculum peers (Table 5-7) although the reason why this should be so remains obscure.

Parents who were disinterested in the students' education were seen as a problem by Work-Study, NYC, and Talent Search students from all curricula,

Table 5-4

Chi-square (df=2) Results Comparing The Likelihood of Employment in Federal Program Participants and Nonparticipants in the Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	56.56[*], p<.005	50.68[*], p<.005	12.23[***], p<.005	N.S.	N.S.
Academic	N.S.	66.03[*], p<.005	N.S.	N.S.	6.90[**], p<.05
Voc.-Tech.	N.S.	79.82[*], p<.005	9.66[**], p<.01	N.S.	N.S.

[*] The number of federal program students working more than 20 hours per week is greater than expected.

[**] The number of federal program students who do not work is greater than expected.

[***] The number of federal program students who work 20 hours or less per week is greater than expected.

N.S. = p >.05 (Not Significant)

Table 5-5

Chi-square (df=1) Results Comparing The Likelihood of The Complaint That Job Takes Too Much Time and Interferes With Schooling In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	13.98*, p<.005	6.66*, p<.001	N.S.	N.S.	N.S.
Academic	15.36*, p<.005	14.93*, p<.005	N.S.	N.S.	N.S.
Voc.-Tech.	16.11*, p<.005	14.98*, p<.005	N.S.	N.S.	N.S.

*The number of federal program students with the complaint was greater than expected.

N.S. = p >.05 (Not Significant)

Table 5-6

Chi-square (df=1) Results Comparing The Likelihood of The Complaint That Teachers Were Not Sufficiently Helpful In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	N.S.	N.S.	7.18*, p<.01	10.24*, p<.005	N.S.
Academic	12.26*, p<.005	4.99*, p<.05	9.99*, p<.005	4.48*, p<.05	20.55*, p<.005
Voc.-Tech.	N.S.	N.S.	N.S.	10.33*, p<.005	N.S.

*The number of federal program students with this complaint was greater than expected.

N.S. = p > .05 (Not Significant)

Table 5-7

Chi-square (df=1) Results Comparing The Likelihood of The Complaint That Transportation To School Is Difficult In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward S.
General	N.S.	N.S.	20.24*, $p<.005$	14.01*, $p<.005$	5.32*, $p<.05$
Academic	N.S.	N.S.	35.04*, $p<.005$	N.S.	7.79*, $p<.01$
Voc.-Tech.	N.S.	N.S.	19.72*, $p<.005$	5.87*, $p<.05$	N.S.

*The number of federal program students with the complaint was greater than expected.

N.S. = $p > .05$ (Not Significant)

by Co-op General students, and by Upward Bound students from Academic and Voc.-Tech. curricula (Table 5-8). In part this may reflect the attitudes of Black students who tend to be prone to this sentiment. It may also reflect the low educational level of the fathers of these students, a variable which is strongly related to perceived parental disinterest. Lack of a good place to study was a problem to NYC students, relative to their peers, and was also a problem to Work-Study students in Academic and Voc.-Tech. curricula and to Upward Bound students in General and Academic curricula (Table 5-9). Other personal and home problems included worry over money problems, family obligations (other than money), and problematic health--these being more frequently cited as problems by Work-Study and NYC students (of all curricular) than by their peers.

SCHOOL SERVICES AND FACILITIES

Evaluative statements by federal program students concerning the school, its facilities and its services were usually indistinguishable from the statements of their peers. Where these were differences the federal program students tended toward a favorable opinion, especially in terms of counseling services provided by the schools. Work-Study students from all curricula, and Co-op students from Academic and Voc.-Tech. curricula were more prone than their peers to indicate that the school offered a sufficient amount of practical work experience. NYC students from all curricula tended to feel that the school had provided counseling which would help them with the continuance of their education, which provided them with new ideas concerning the work they wanted to do, which provided personal and social insights, and which would help in finding employment. With somewhat less consistency, students in other federal programs tended to a similar view. The results of Table 5-10 are typical.

Table 5-8

Chi-square (df=1) Results Comparing The Likelihood of The Complaint That Parents Were Disinterested In The Students Education In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	10.57*, p<.005	11.73*, p<.005	33.33*, p<.005	16.75*, p<.005	N.S.
Academic	N.S.	7.36*, p<.01	14.03*, p<.005	5.84*, p<.05	10.95*, p<.005
Voc.-Tech.	N.S.	5.26*, p<.05	9.54*, p<.005	7.46*, p<.01	10.82*, p<.005

[*] The number of federal program students with the complaint was greater than expected.

N.S. = p >.05 (Not Significant)

Table 5-9

Chi-square (df=1) Results Comparing The Likelihood of The Complaint That The Student Had No Good Plan To Study At Home In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	**Upward B.**
General	N.S.	N.S.	11.60*, p<.005	N.S.	7.64*, p<.01
Academic	N.S.	10.92*, p<.005	13.13*, p<.005	N.S.	5.49*, p<.05
Voc.-Tech.	N.S.	4.61*, p<.05	10.30*, p<.005	N.S.	N.S.

*The number of federal program students with this complaint was greater than expected.

N.S. = p > .05 (Not Significant)

Table 5-10

Chi-square (df=1) Results Comparing The Likelihood of The Provision of Counseling Which Provided Personel and Social Insights In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	N.S.	10.03^*, $p<.005$	30.83^*, $p<.005$	5.07^*, $p<.05$	N.S.
Academic	N.S.	11.23^*, $p<.005$	18.00^*, $p<.005$	N.S.	N.S.
Voc.-Tech.	4.80^*, $p<.05$	N.S.	4.70^*, $p<.05$	N.S.	N.S.

[*] The number of federal program students provided this form of counseling was greater than that expected.

N.S. = $p > .05$ (Not Significant)

School facilities were somewhat less favorably viewed. NYC students (all curricula), Upward Bound students (General and Academic), and Talent Search (General) students indicated the condition of buildings and classrooms was substandard (Table 5-11). On the other hand, Co-op and Work-Study students in the Voc.-Tech. curriculum tended more than their peers to evaluate the equipment used in vocational education courses as good-to-excellent, and students in these two programs (from all curricula) tended to evaluate the quality of vocational instructions as good-to-excellent.

EXTRACURRICULAR ACTIVITIES

An analysis was conducted to compare federal program participants with nonparticipants regarding the likelihood of their participation in various extracurricular activities. As before the comparison group was formed of nonparticipants from the same curriculum. The item from which the information was drawn is displayed in Figure 5-1.

The results of this analysis are presented in Table 5-12 which rather clearly shows a tendency for NYC, Talent Search, and Upward Bound students to engage in extracurricular activities at least as frequently as their nonparticipant peers. Talent Search students in General and Voc.-Tech. curricula are more likely to participate in every listed form of extracurricular activity than their peers.

For Co-op and Work Study students the picture is somewhat different. Apart from subject matter clubs (e.g., science club, physics club, math club., etc.) and vocational education clubs (Future Homemakers, Teachers, Farmers of America, etc.), these students participate in extracurricular activities at the same rate as their peers, or at a lower rate.

The patterns of participation of federal program students from General and Voc.-Tech. curricula tend to be roughly similar, and somewhat different

Table 5-11

Chi-square (df=1) Results Comparing The Likelihood That The Condition of Classrooms and Buildings Would Be Judged Sub-Standard In Federal Program Participants and Nonparticipants In The Same Curriculum

	Federal Program				
Curriculum	Co-op	Work-Study	NYC	Talent S.	Upward B.
General	N.S.	N.S.	14.45*, p<.005	5.45*, p<.05	3.93*, p<.05
Academic	N.S.	N.S.	17.11*, p<.005	N.S.	12.52*, p<.005
Voc.-Tech.	4.69**, p<.05	N.S.	5.51*, p<.05	N.S.	N.S.

*The number of federal program students judging these facilities to be poor or fair was greater than expected.

**The number of federal program students judging these facilities to be good or excellent was greater than expected.

N.S. = p > .05 (Not Significant)

Figure 5-1

Student Questionnaire Item 10

10. Have you participated in any of the following types of activities, either in or out of school this year?

(Circle one number on each line.)

	Have not participated	Have participated actively	Have participated as a leader or officer
Athletic teams, intramurals, letterman's club, sports club	1	2	3
Cheerleaders, pep club, majorettes	1	2	3
Debating, drama, band, chorus	1	2	3
Hobby clubs such as photography, model building, hot rod, electronics, crafts	1	2	3
Honorary clubs such as Beta Club or National Honor Society	1	2	3
School newspaper, magazine, yearbook, annual	1	2	3
School subject matter clubs such as science, history, language, business, art	1	2	3
Student council, student government, political club	1	2	3
Vocational education clubs such as Future Homemakers, Teachers, Farmers of America, DECA, OEA, FBLA, or VICA	1	2	3

Table 5-12

Chi-square (df=1) Results Comparing Proportions of Federal Program Participants In Extracurricular Activities with Nonparticipants In The Same Curriculum

	Co-op	Work-Study	General NYC	Talent S.	Upward B.
Athletic Clubs	5.96-	7.52-	8.56+	10.05+	
Cheerleaders	6.57-		4.36+	7.95+	
Debate, Drama	8.15-	11.48-	42.92+	53.35+	11.33+
Hobby Clubs				15.89+	
Honor Clubs				3.89+	
School Newspaper			7.25+	12.11+	
Subject matter Club		7.41+	26.21+	79.23+	
Student Politics	10.88-		3.99+	35.07+	23.88+
Voc. Ed. Clubs	70.92+	64.37+	8.76+	18.46+	

Notes:

1. Values tabled are computed Chi-square values. Values of 3.84 or less, corresponding to p-values greater than .05, are not shown.
2. A minus sign indicates proportionally fewer federal program participants than nonparticipants in the activity; a plus sign indicates proportionally more federal program participants than nonparticipants.
3. P-values for the results given are as follows:

   $\chi^2 > 3.84$, $p < .05$

   $\chi^2 > 6.63$, $p < .01$

   $\chi^2 > 7.88$, $p < .005$

Table 5-12 (cont'd)

Chi-square (df=1) Results Comparing Proportions of Federal Program Participants In Extracurricular Activities with Nonparticipants In The Same Curriculum

			Academic		
	Co-op	Work-Study	NYC	Talent S.	Upward B
Athletic Clubs		3.89-			
Cheerleaders			6.93+	4.47+	8.96+
Debate, Drama	4.56-	19.05-		17.56+	
Hobby Clubs			18.02+	19.03+	30.33+
Honor Clubs	10.47-	4.75-			
School Newspaper	6.07-	7.89-			
Subject Matter Club	3.99+			13.70+	
Student Politics					5.18+
Voc. Ed. Clubs	61.97+	36.01+	36.69+	7.45+	5.62+

Notes:

1. Values tabled are computed Chi-square values. Values of 3.84 or less, corresponding to p-values greater than .05, are not shown.
2. A minus sign indicates proportionally fewer federal program participants than nonparticipants in the activity; a plus size indicates proportionally more federal program participants than nonparticipants.
3. P-values for the results given are as follows:

   $\chi^2 > 3.84$, $p < .05$

   $\chi^2 > 6.63$, $p < .01$

   $\chi^2 > 7.88$, $p < .005$

Table 5-12 (cont'd)

Chi-square (df=1) Results Comparing Proportions of Federal Program Participants In Extracurricular Activities with Nonparticipants In The Same Curriculum

			Voc.-Tech.		
	Co-op	Work-Study	NYC	Talent S.	Upward B.
Athletic Clubs		10.08-	5.49+	19.81+	10.68+
Cheerleaders	7.25-			11.51+	
Debate, Drama		3.88-		62.20+	13.94+
Hobby Clubs				16.94+	4.11+
Honor Clubs			4.34+	16.27+	4.94+
School Newspaper	6.53-		10.33+	22.36+	
Subject Matter Club	4.99+		22.23+	29.03+	17.06+
Student Politics			21.53+	15.59+	15.77+
Voc. Ed. Clubs	128.15+	98.53+		9.65+	8.40+

Notes:

1. Values tabled are computed Chi-square values. Values of 3.84 or less, corresponding to p-values greater than .05, are not shown.
2. A minus sign indicates proportionally fewer federal program participants than nonparticipants in the activity; a plus sign indicates proportionally more federal program participants than nonparticipants.
3. P-values for the results given are as follows:

$\chi^2 > 3.84$, $p < .05$

$\chi^2 > 6.63$, $p < .01$

$\chi^2 > 7.88$, $p < .005$

from that of Academic students. The nature of this difference is that federal program Academic students tend to be more similar to their peers (i.e., there are fewer significant differences between Academic federal program participants and their peers) than do federal program participants from General and Voc.-Tech. curricula (who tend to have more significant differences).

The participation rates of federal program students and their peers in each extracurricular activity are presented in Tables 5-13, 5-14, 5-15. for General, Academic and Voc.-Tech. students respectively. From these tables it appears that the participation rates of Academic students in extracurricular activities tend to be somewhat greater than those of General and Voc.-Tech. students. The high level of their extracurricular participation, regardless of their participation in federal programs, may partly account for the lack of differences noted above in the comparison of federal program Academic students and their peers.

SUMMARY

The analysis presented above compared students in federal educational programs with similar students (in the same curriculum) who were not in the federal programs. Students in these programs comprised about one-fourth of all high school seniors in 1972. Voc.-Tech. students tend more heavily than students in other curricula to participate in the Co-op program, the Work-Study program, and the Neighborhood Youth Corps program. There was a tendency for Blacks to be overrepresented in these programs relative to their proportion in the senior class as a whole.

Participants in federal programs tend to have more than their share of high-ability students, though their grades do not seem to reflect it. No adequate explanation seems to be available.

Table 5-13

Participation Rates of Federal Program Participants and Nonparticipants
in Extracurricular Activities
(General Curriculum Students)

	Co-op	Non-Co-op	Work-Study	Non Work-Study	NYC	Non-NYC	T.S.	Non-T.S.	U.B.	Non-U.B.
Athletic Clubs	.359*	.427*	.368	.429	.483	.416	.554	.421	.389	.424
Cheerleaders	.104	.156	.131	.156	.186	.151	.236	[illegible]	.178	.153
Debate/Drama	.248	.323	.254	.325	.450	.308	.600	.311	.531	.318
Hobby Clubs	.227	.191	.181	.196	.190	.195	.325	.191	.269	.194
Honor Clubs	.044	.066	.057	.066	.064	.065	.104	.063	.058	.064
School Newspaper	.142	.172	.197	.166	.213	.166	.276	.167	.237	.170
Subject Matter Clubs	.240	.221	.268	.217	.313	.214	.527	.213	.286	.222
Student Politics	.086	.152	.141	.149	.179	.146	.323	.144	.385	.148
Voc. Educa. Clubs	.421	.220	.370	.217	.285	[illegible]	[illegible]	.228	.285	.232

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*To illustrate interpretation: Referring only to Genera[illegible] students, 35.9% of those in the Co-op program were also in athletic clubs; this compare[illegible] of non-Co-op General students.

Table 5-14

Participation Rates of Federal Program Participants and Nonparticipants in Extracurricular Activities (Academic Curriculum Students)

	Co-op	Non-Co-op	Work-Study	Non Work-Study	NYC	Non-NYC	T.S.	Non-T.S.	U.B.	Non-U.B.
Athletic Clubs	.513*	.525	.463	.527	.526	.525	.613	.524	.404	.526
Cheerleaders	.240	.192	.197	.193	.244	.190	.273	.192	.344	.191
Debate, Drama	.310	.389	.253	.391	.429	.384	.582	.384	.390	.386
Hobby Clubs	.195	.174	.209	.173	.255	.171	.334	.173	.443	.172
Honor Clubs	.144	.250	.188	.249	.216	.248	.256	.247	.215	.247
School Newspaper	.171	.252	.174	.253	.257	.250	.319	.249	.353	.249
Subject Matter Clubs	.359	.290	.342	.290	.334	.289	.451	.288	.291	.290
Student Politics	.223	.264	.261	.263	.303	.262	.343	.262	.392	.262
Voc. Educa. Clubs	.346	.137	.273	.137	.246	.136	.231	.139	.247	.140

*See note, Table 5-13 for explanation.

Table 5-15

Participation Rates of Federal Program Participants and Nonparticipants in Extracurricular Activities

(Vocational-Technical Curriculum Students)

	Co-op	Non-Co-op	Work-Study	Non-Work-Study	NYC	Non-NYC	T.S.	Non-T.S.	U.B.	Non-U.B.
Athletic Clubs	.320*	.317	.273	.330	.369	.312	.563	.313	.577	.315
Cheerleaders	.115	.155	.127	.153	.178	.147	.293	.147	.220	.148
Debate, Drama	.202	.213	.187	.218	.249	.208	.594	.205	.473	.210
Hobby Clubs	.211	.184	.206	.184	.197	.190	.382	.187	.326	.189
Honor Clubs	.069	.065	.064	.065	.090	.063	.185	.064	.160	.065
School Newspaper	.117	.155	.135	.153	.204	.144	.348	.145	.181	.149
Subject Matter Clubs	.256	.217	.230	.222	.318	.215	.490	.219	.519	.222
Student Politics	.113	.117	.131	.112	.187	.109	.267	.114	.333	.114
Voc. Educa. Clubs	.551	.323	.505	.321	.401	.357	.538	.358	.600	.360

*See note, Table 5-13 for explanation.

Compared to their same-curriculum peers (nonparticipants) several groups of federal program participants were more likely to feel that teachers were not adequately helpful, that transportation to school was difficult, that parents were disinterested in their education, that counseling services offered by the schools were generally good, teaching was generally of adequate quality, but that school facilities were substandard.

CHAPTER 6

SPECIAL TEACHING TECHNIQUES

INTRODUCTION

Item 4 of the Student Questionnaire (Figure 6-1) asked the students to indicate how frequently they had been exposed to each of eight different techniques or modalities of instruction. Clearly, the import of such an item lies in the determination of over- or under-emphases in the use of such techniques on certain kinds of students. Item 4, however, does not address itself to the actual application of these techniques, but rather determines the perceptions of students regarding the subjective dimension of frequency with which the techniques were perceived. This is a regrettable loss to the attempt to discover the appropriateness of application rates of various teaching techniques. One may also consider that students might not be the best source of information regarding the applications of such techniques.

Additionally, it seems likely that certain techniques might be more valuably applied to certain courses of instruction, or to certain kinds of students. Criteria for such an evaluation are completely missing so we are constrained in the sequel to a limited evaluation of students' perceptions of the frequency with which selected techniques were applied.

Each technique was examined through the medium of a 3-way contingency analysis, coupled with the relevant marginal 2-way contingency analyses. The three dimensions involved were sex, curriculum, and frequency of application of the teaching technique. Testing was conducted by Chi-square using cell frequencies adjusted for the sample design

Figure 6-1

Student Questionnaire Item 4

4. How often has each of the following been used in the courses you are taking this year?

	(Circle one number on each line.)			
	Never	**Seldom**	**Fairly often**	**Frequently**
Listening to the teacher's lecture	1	2	3	4
Participating in student-centered discussions	1	2	3	4
Working on a project or in a laboratory	1	2	3	4
Writing essays, themes, poetry, or stories	1	2	3	4
Going on field trips	1	2	3	4
Having individualized instruction (small groups or one-to-one with a teacher)	1	2	3	4
Using teaching machines or computer-assisted instruction	1	2	3	4
Watching television lectures	1	2	3	4

TEACHERS LECTURES

The percentages of the population of students in each cell of the 2 X 3 X 4 contingency table are shown in Table 6-1, together with the signed contributions to Chi-square. The Chi-square value, with 6 degrees of freedom, was 457.91 which would be quite significant ($p<.001$). The marginal test of sex and frequency was also significant ($X^2 = 68.13$, $p<.001$) and indicates a sex difference in response to this item. The sex difference can be detected only in the "fairly often" (slightly over endorsed by males compared to females) and the "frequently" (slightly over endorsed by females relative to males) categories. In part, this effect may arise from the fact that slightly more males are to be found in General curricula, while females are slightly more frequently found in Voc.-Tech. curricula.

By combining the sexes the curriculum frequency marginal also proves to be significant (Chi-square = 290.50, $p<.001$). Academic students tend not to endorse the "seldom" and "never" categories and to over-endorse the "frequently" category. Voc.-Tech. students tend to over-endorse the "seldom" and "never" categories, and not to endorse the "frequently" category. No appreciable effect is produced by General students or by perturbations in the "fairly often" category.

Analysis of the 3-way contingency table suggests that teachers lectures are more frequently encountered by Academic students than others and that Voc.-Tech. students tend less than others to receive such instruction.

However significant are such effects, their magnitudes must be fairly small since the percentage distribution of responses are reasonably similar across the six groups of students and suggest that teachers lectures are fairly often or frequently received by the students.

Table 6-1

Teachers Lectures

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	.3%	2.9	7.3	6.5
	Academic	.1	2.8	9.1	9.7
	Voc.-Tech.	.3	2.2	4.7	3.8
Female	General	.2	2.3	5.8	6.6
	Academic	.2	2.4	7.5	11.5
	Voc.-Tech.	.3	2.9	5.4	5.3

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	10	13	19	- 2*
	Academic	-18	-10	7	2
	Voc.-Tech.	12	15	- 4	-86
Female	General	--	- 3	-11	- 2
	Academic	-12	-55	-23	64
	Voc.-Tech.	9	67	12	--

* Minus sign indicates observed frequency was less than that expected.

STUDENT-CENTERED DISCUSSIONS

The percentages of students to be found in each cell of the 3-way contingency test, and the corresponding signed contributions to Chi-square for the perceived frequency with which students encounter student-centered discussions are shown in Table 6-2. The 3-way Chi-square obtained was 527.40 ($p<.001$).

The sex x frequency test was also significant ($X^2 = 136.25$, $p<.001$), and indicates a surplus of males who responded to the "Seldom" and "Never" categories and a deficit of males in the "Frequently" category. The pattern for females was the inverse of that for males. One may speculate that the difference accrues to differences in courses taken by males and females.

The 2-way test of curriculum x frequency was also significant ($X^2 = 274.56$, $p<.001$). The relationship to be observed did not incorporate General students. Academic students to endorse the "Fairly Often" and "Frequently" categories and Voc.-Tech. students to endorse the low frequency categories.

Analysis of the 3-way contingency table adds little to the discussion other than to suggests that male General students may be patterned similarly to Voc.-Tech. students, and to suggest that the sex difference is largely due to high frequency endorsements of Academic females.

The percentage allocations of students to the cells of Table 6-2 suggest that the effects noted above are fairly small. Student-centered discussions, on the whole, are encountered with middling frequency--somewhere between the "Seldom" and "Fairly Often" categories.

Table 6-2

Student-Centered Discussions

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	1.1%	6.7	6.4	2.6
	Academic	.8	7.9	9.2	3.8
	Voc.-Tech.	1.1	4.5	3.9	1.3
Female	General	.9	5.2	6.1	2.8
	Academic	.5	6.0	9.7	5.3
	Voc.-Tech.	.8	5.2	5.4	2.5

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	19	33	--	- 7*
	Academic	-23	4	4	--
	Voc.-Tech.	78	--	-47	-53
Female	General	--	- 8	- 2	- 3
	Academic	-55	-71	10	67
	Voc.-Tech.	9	27	2	4

*Minus sign indicates observed frequency was less than that expected.

STUDENT PROJECTS AND LABORATORY WORK

Table 6-3 displays the percentage distributions of students into the cells of the 3-way contingency test and the signed contributions of Chi-square for the frequencies with which students encountered projects and laboratory work. The 3-way Chi-square obtained was 986.84 ($p<.001$).

The test for a sex x frequency relationship proved to be insignificant, but the curriculum x frequency test produced a highly significant Chi-square of 808.57 ($p<.001$). Differences are to be observed in all curricula. General students tend to endorse the two lowest frequency categories while Voc.-Tech. students tend to endorse the "Never" category. Academic students tend to avoid the "Never" category and to endorse the "Fairly Often" category.

The 3-way contingency analysis further refines this result by pointing out a large number of Voc.-Tech. females who endorse the "Never" category and a few Academic females who endorse the "Frequently" category. Similar effects do not seem to maintain for males in corresponding curricula.

The different patterns of response may be observed in the percentages of Table 6-3. The percentages show a general similarity of pattern within curricula, but somewhat different patterns from one curriculum to another.

STUDENT COMPOSITION WRITING

The frequencies with which students reported the writing of essays, themes, poetry or stories are depicted in the percentages of Table 6-4. The 3-way contingency test produced a Chi-square value of 837.61 ($p<.001$).

Predictably, the sex x frequency test attained a significant Chi-square ($X^2 = 180.22, p<.001$), indicating that females "frequently" tended to write compositions while males were more prone to indicate they "seldom" did.

Table 6-3

Student Projects and Laboratory Work

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	4.2%	6.2	4.1	2.3
	Academic	2.4	7.5	8.1	3.7
	Voc.-Tech.	2.9	3.1	2.4	2.6
Female	General	3.7	5.5	3.6	2.1
	Academic	2.0	6.8	8.1	4.7
	Voc.-Tech.	3.8	4.7	3.3	2.1

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	78	28	-10*	-18
	Academic	-92	2	71	--
	Voc.-Tech.	16	-47	-78	19
Female	General	21	--	-38	-29
	Academic	-173	-13	57	35
	Voc.-Tech.	145	8	- 6	--

*Minus sign indicates observed frequency was less than expected.

Table 6-4

Student Composition Writing

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	1.5%	5.6	6.1	3.7
	Academic	.9	5.9	9.3	5.6
	Voc.-Tech.	1.6	4.0	3.4	1.9
Female	General	1.3	4.3	4.8	4.5
	Academic	.8	4.3	8.2	8.3
	Voc.-Tech.	1.5	4.2	4.7	3.5

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	14	42	2	- 13*
	Academic	- 62	--	40	- 1
	Voc.-Tech.	102	6	- 39	-119
Female	General	3	- 1	- 25	--
	Academic	- 83	- 86	--	125
	Voc.-Tech.	48	23	--	2

*Minus sign indicates obs[illegible]d frequency was less than expected.

The curriculum x frequency test was also significant ($X^2 = 544.75$, $p<.001$). The relationship contrasted General and Voc.-Tech. students with Academic students. The former tended "Seldom" or "Never" to write compositions while the latter "Fairly Often" or "Frequently" did.

The 3-way analysis reveals that Academic females are more prone to "Frequently" write compositions, as compared to Academic males who tend to write compositions "Fairly Often." In General and Voc.-Tech. curricula the tendency toward low frequency involvement in composition writing seems to be more pronounced in males than in females. The percentages of Table 6-4 suggest that the effects are fairly pronounced.

FIELD TRIPS

The frequencies with which students reported the incidence of field trips are given in Table 6-5. The 3-way contingency test of sex x curriculum x frequency was significant ($X^2 = 261.61$, $p<.001$).

A sex effect may be noted ($X^2 = 66.92$, $p<.001$) in which females were prone to indicate they "Fairly Often" went on Field trips while males were prone to indicate that they "Never" did.

Collapsing across sexes, the curriculum x frequency analysis ($X^2 = 89.62$, $p<.001$) indicates a trend across curricula with General students tending to mark the "Never" category while Academic students tend to mark "Seldom" and Voc.-Tech. students tend to mark "Fairly Often" or "Frequently."

The 3-way analysis suggests several refinements to this pattern. The sex difference is seen to be generated largely by males in General and Academic curricula who indicate they "Never" go on field trips. Voc.-Tech. males tend to avoid the "Never" and "Seldom" categories. While the pattern for females

Table 6-5

Field Trips

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	8.1%	7.0	1.3	.4
	Academic	10.4	9.8	1.2	.3
	Voc.-Tech.	4.7	4.6	1.2	.4
Female	General	6.7	6.2	1.6	.5
	Academic	8.6	10.5	2.0	.4
	Voc.-Tech.	6.0	6.0	1.5	.5

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	30	--	- 1*	--
	Academic	16	1	-43	-11
	Voc.-Tech.	-19	-25	2	8
Female	General	- 7	-12	2	2
	Academic	-20	8	2	- 5
	Voc.-Tech.	4	10	26	8

*Minus sign indicates observed frequency was less than expected.

is somewhat vague it tends, in a general way, to be the opposite of that established for males.

As the percentage allocations of Table 6-5 show, field trips are low frequency events and differences in patterning among sexes and curricula, while significant, are nonetheless small.

INDIVIDUALIZED INSTRUCTION

The percentages of students indicating various frequencies of individualized instruction are shown in Table 6-6 for the 3-way contingency test which was significant ($X^2 = 186.48$, $p<.001$), as were the sex x frequency test ($X^2 = 26.57$, $p<.001$), and the curriculum x frequency test ($X^2 = 62.21$, $p<.001$).

The sex x frequency test indicates that females are more prone than males to endorse the two high frequency categories. The curriculum x frequency test indicates a trend between curriculum and frequency with General students more prone than others to mark "Never," Academic students more likely to mark "Seldom," and Voc.-Tech. students more apt to mark the two high frequency categories. Neither the sex effect nor the curriculum effect are powerful, as may be seen in the comparatively small Chi-square values developed by these tests.

The 3-way contingency analysis presents a more complicated view of these effects. General and Academic males tend to indicate they received low frequency applications of individualized instruction. Voc.-Tech males and General and Academic females tended not to mark those categories, and Voc.-Tech. females tended to indicate they received individualized instruction fairly often. The percentages in Table 6-6 emphasize the fact that the

Table 6-6

Individualized Instruction

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	6.1%	7.1	2.7	1.0
	Academic	7.2	10.2	3.5	1.0
	Voc.-Tech.	3.5	4.3	2.2	.9
Female	General	4.9	6.1	2.9	1.1
	Academic	6.2	10.0	4.0	1.4
	Voc.-Tech.	4.4	5.8	2.6	1.0

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	27	2	--	--
	Academic	1	15	- 7*	-16
	Voc.-Tech.	-11	-31	--	4
Female	General	- 2	-23	1	1
	Academic	-12	2	--	--
	Voc.-Tech.	5	5	16	6

* Minus sign indicates observed frequency was less than expected.

incidence of individualized instruction, as examined by Chi-square, are tested in relation to frequencies in other cells. Actual percentages of responses differ in pattern from the Chi-square deviations and suggest that individualized instruction is seldom employed.

TEACHING MACHINES AND COMPUTER-ASSISTED INSTRUCTION

The frequencies reported by students for the perceived use of teaching machines and computer-assisted instruction (C.A.I.) are shown in Table 6-7 in terms of percentages and Chi-square contributions for the 3-way contingency test of sex x curriculum x frequency. The resulting Chi-square value was 900.97 ($p<.001$) for the 3-way test.

The tests for association between sex and perceived frequency of application of this teaching technique ($X^2 = 197.99$, $p<.001$) and between curriculum and perceived frequency ($X^2 = 439.06$, $p<.001$) were also significant. The sex x frequency analysis indicates more females who fairly often or frequently were exposed to teaching machines or computer-assisted instruction, and more males who were never so exposed. The relationship found in the curriculum x frequency analysis was for General students never to receive this instructional technique, for Academic students never or seldom to receive it, and for Voc.-Tech. students to receive it fairly often or frequently.

The 3-way contingency analysis discloses the important fact that Vocational-Technical females are responsible for approximately 70% of the 3-way effect; this group overlays the sex and curriculum effects noted above and is remarkable in its high endorsement of the "Fairly Often" and "Frequently" categories. To a much smaller degree, General curriculum females follow the same pattern, but the pattern of all other groups tends to reflect unusually low frequencies of application of these techniques.

Table 6-7

Teaching Machines and Computer-Assisted Instruction

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	12.5	2.9	.9	.5
	Academic	15.7	4.3	1.3	.5
	Voc.-Tech.	7.8	1.8	.8	.5
Female	General	10.2	2.5	1.4	.9
	Academic	15.2	4.4	1.4	.5
	Voc.-Tech.	7.4	2.6	2.0	1.8

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	45	- 1*	-16	-11
	Academic	11	4	-15	-44
	Voc.-Tech.	-12	-13	- 5	- 1
Female	General	- 9	-16	2	4
	Academic	--	11	- 7	-40
	Voc.-Tech.	-22	4	201	409

*Minus sign indicates observed frequency was less than expected.

TELEVISION LECTURES

The frequencies with which television lectures are seen by students as applied to them are provided in Table 6-8. One will immediately note that 76% of the students indicated they never saw television lectures, and another 18% indicated they seldom saw them. The 3-way contingency test was significant ($X^2 = 182.73$, $p<.001$) in spite of the strong right skew of the distribution of application frequencies, as was the curriculum x frequency test ($X^2 = 71.77$, $p<.001$). The sex x frequency test, however, was not significant.

About half of the effect noted in the curriculum x frequency test came from an overabundance of Academic students in the "Never" category and a corresponding lack of students in the top three frequency levels. The remainder of the effect came from a slight overabundance of General students who fairly often or frequently saw television lectures or from a slight surplus of Voc.-Tech. students who seldom did. The effect is a weak one and is not complicated by the 3-way analysis.

SUMMARY

Significant differences were found in the frequency with which students of various curricula reported their exposure to different teaching techniques. Such curriculum differences were found in every teaching technique examined.

Sex differences were generally found, also, excepting only (1) student projects and laboratory work and (2) television lectures. It was speculated that sex differences might accrue to the different courses elected by females and males and/or to the comparative interests in and facility with verbal concepts which females enjoy relative to males.

Table 6-8

Television Lectures

Percentages for Three-Way Contingency

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	12.5%	3.3	.8	.3
	Academic	17.0	3.7	.8	.2
	Voc.-Tech.	8.0	2.1	.6	.2
Female	General	10.8	2.8	1.0	.4
	Academic	17.3	3.4	.7	.2
	Voc.-Tech.	10.3	2.7	.6	.3

Signed Contributions to Chi-Square

		Frequency of Application			
		Never	Seldom	Fairly Often	Frequently
Male	General	5	11	--	--
	Academic	4	--	- 2*	- 4
	Voc.-Tech.	-34	--	--	- 1
Female	General	-26	--	13	14
	Academic	3	-16	-11	- 5
	Voc.-Tech.	14	16	2	3

*Minus sign indicates observed frequency was less than expected.

A simplified summary of the results is schematized in Figure 6-2. The heights of the columns of Figure 6-2 represent the proportion of the total student population (cross-classified by sex and curriculum) who indicated they "Never" or "Seldom" were exposed to the special teaching techniques. The taller the column, the less the technique is applied. A plus sign atop a column indicates an appreciable number of students in excess of that expected by chance under the 3-way contingency test; that is, students of that sex and curriculum were more likely than chance would suggest never to have been exposed to the teaching technique. Thus about 16% of the male Academic students indicated they had seldom or never been exposed to TV lectures. Compared to the proportion of students who marked the "Seldom" or "Never" response categories, the 16% is higher than we might expect. A minus sign atop a column indicates fewer students than we should expect under the 3-way contingency test. No mark atop a column indicates that the number of students did not deviate appreciably from that which was expected.

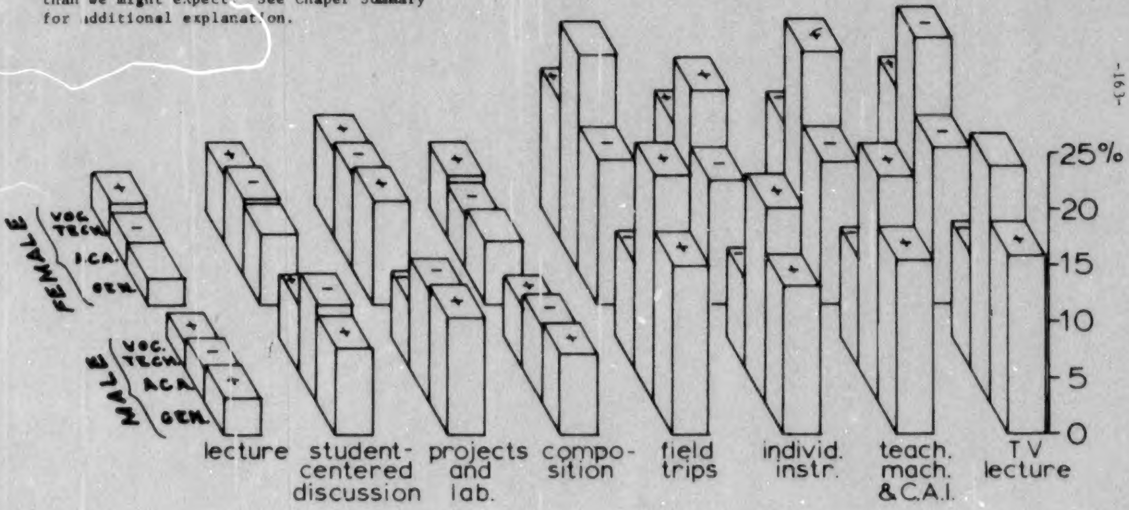
Figure 6-2 reveals at a glance that field trips, individualized instruction, teaching machines and computer-assisted instruction, and TV lectures are comparatively infrequently applied while the remaining techniques are more popular.

In seven of the eight techniques the numbers of Voc.-Tech. females who seldom or never receive special teaching techniques is larger than one might expect. The number of male General students who indicated they seldom or never received the teaching techniques was appreciably higher than expectation in all of the eight teaching techniques. More balance was evident for other combinations of sex and curriculum.

Figure 6-2

Proportions of Students Who Seldom or Never Receive Special Teaching Techniques

Illustration: Approx. 17% of all male General students indicated they had seldom or never been exposed to TV lectures. This is proportionally a larger number of such students than we might expect. See Chaper Summary for additional explanation.



CHAPTER 7

FINANCIAL BARRIERS TO CONTINUED EDUCATION

INTRODUCTION

The question of financial barriers to continued education revolves about four basic issues: first, whether the high school senior, given the opportunity, would desire to obtain education beyond high school; second, presuming a desire for additional education, whether there is a need for financial assistance; third, presuming the need, whether the student is fully aware of his options for overcoming the financial barrier; and finally, whether the student does all that he can to overcome the barrier through the discovery and exercise of his options.

The National Longitudinal Study was not designed to respond directly to the issues -- at least not in the Base Year study. It did, however, retrieve a quantity of related information which, when assembled and analyzed, sheds some light upon many of the issues.

In this chapter we make use of the available data to illuminate the problem of financial barriers to continued education.

ISSUES AND ANSWERS

There were two kinds of data in the Student Questionnaire from which one might discover whether the student was considering the furtherance of his education. The first lies in the route selected by the student in completing the Questionnaire since certain sections were to be completed by students planning to go to college, other sections were to be completed by students planning to go to a vocational or technical school, etc. This form of data is not as suitable as might be supposed since the completion of certain sections of the Student Questionnaire was predicated upon the student's plans for the year after high school. The student who would have liked to go to college, but who felt himself barred financially from doing so, might plan to work during the year after high school. Hence the section of the Questionnaire regarding college education would not have been completed.

The second kind of data which relates to the furtherance of education is to be found in particular questions dispersed throughout the Questionnaire. There are a number of such questions, but it was decided to rely upon only one of them -- Item 81 -- since this item was to be answered by all students, regardless of the completion or noncompletion of other sections of the Questionnaire, and since it was the only item to ask of the student what he would like to do, assuming no barriers, during the year after high school.

A summary of responses to Item 81 appears in Table 7-1. As the table indicates, a large proportion of the students -- 54% of them -- would like to continue some form of education during the year after high school.

Whether these students will be able to fulfill this desire will depend upon a number of factors, and of course, money is one of them. Item 23 of the Questionnaire indicated (1) that about 41% of the high school class did not face a financial barrier, and would not seek financial support for their educations, since either they or their parents would be able to pay for it without outside help. In this same item, 23% of the students indicated they did not plan to further their education (2). Presumably, then, some form of outside financial aid would be useful to 36% of the students, nearly half of the 77% who might later obtain additional education (3).

Table 7-1

Responses to Student Questionnaire Item 81
("If there were no obstacles, what would you most like to
be doing during the year after you leave high school?")

Alternatives	Percentage of Students Selecting Alternative							
	Male	Female	Gen.	Acad.	Voc.-Tech.	White	Black	Total
Working full-time	22%	21	29	8	40	21	31	22
Entering an apprenticeship or on-the-job training program	5	2	5	2	5	4	4	4
Going into regular military service or to a service academy	5	1	4	2	4	3	3	3
Being a full-time homemaker	--	7	4	2	5	4	1	3
Attending a vocational, technical, trade, or business school	6	9	9	4	13	7	11	8
Taking academic courses at a junior or community college	7	7	7	8	4	7	4	7
Taking technical or vocational subjects at a junior or community college	4	4	5	4	5	4	4	4
Attending a four-year college or university	33	30	17	53	8	31	32	31
Working part-time	2	3	4	1	4	3	3	3
Other (travel, take a break, no plans)	15	16	16	16	13	17	5	15

Source: National Longitudinal Study, Appendix B-II, Table B-378.

Apart from a student's ability to generate needed funds from his own labors, or from the efforts of his family, the primary source of funds lies in loans and scholarships. The capability of a student to make use of these sources certainly depends upon knowledge of their existence, and upon still more knowledge of how to go about applying for them. In part, these knowledges will depend upon the quality of counseling provided the student by the educational system. Here we may observe the responses of counselors to Item 7 of the Counselor Questionnaire, and those of students to Item 22 of the Student Questionnaire. Selected summaries of these items are presented in Table 7-2.

For each of the sources of financial aid, counselors were asked whether they had ever recommended the source to any student and, if so, whether any student had used the source. For the same sources of financial aid, students were asked whether they planned to use the source to aid their further education, or whether they felt they knew so little of the source that they could not answer the question.

The relatively high proportion of counselors who recommended certain sources of aid is heartening, but the low recommendation of several sources of aid is not -- 11 of the 18 listed sources had been recommended by 2/3 or less of the counselors. In general, one can observe a relationship between the reported incidents in which students used certain sources (Column 2) and the rate with which counselors reported recommending the sources (Column 1). This association suggests that knowledge provided the student by the counselor is a factor in whether a student makes use of the options available to him.

Table 7-2

Recommendation, Use and Knowledge of Financial Aid Sources

Source of Financial Aid	Counselors*			Students**		Students** White	Students** Black
	1	2	3	4	5	6	7
College of university scholarship or loan	91	89	8	21	14	12	20
State or local scholarship or loan program	88	90	6	20	15	14	23
Scholarship from private organization or company	84	80	12	10	18	15	28
G.I. Bill compensation or pension	68	67	21	5	18	16	28
ROTC Scholarship Program	71	47	22	3	18	14	24
College Work-Study Program	82	79	16	17	21	21	23
Social Security Benefits for Students Age 18-22	70	75	18	9	15	13	22
National Defense Student Loan Program	84	73	22	7	24	22	31
Federal Guaranteed Student Loan Program	67	57	36	7	28	26	35
Educational Opportunity Grant Program	67	69	21	6	28	27	32
Health Professions Student Loan Program	46	33	43	2	26	24	35
Health Professions Scholarship Program	50	40	37	2	25	23	34
Nursing Student Loan Program	62	46	37	2	18	16	25
Nursing Scholarship Program	66	56	30	2	18	16	25
General Scholarship Program	66	75	16	7	24	23	31
Law Enforcement Education Program	40	28	36	2	21	19	29
Veterans Admin. War Orphans Ed. Asst. Program	43	48	28	1	19	17	28
Regular Bank Loan	65	52	38	21	11	10	17

Explanation of Columns:

Column 1--Percentage of counselors who indicated they had recommended the source of aid.

Column 2--Percentage of those in Column 1 who indicated a student had used the source of aid.

Column 3--Percentage of those in Column 1 who indicated they did not know whether student had used the source of aid.

Column 4--Percentage of students who indicated their intention to use the source of aid.

Column 5--Percentage of students who indicated they knew so little about the source of aid that they could not respond to the question.

Columns 6, 7--Redistribution at Column 5 by Race.

*Source: National Longitudinal Study, Appendix D, Tables D-35 through D-70, pp. D-69 through D-140.

**Source: National Longitudinal Study, Appendix B-I, Tables B-124 through B-141.

One may observe also that, with the single exception of bank loans, whenever 10% or more of the students indicated their intent to use a source it also happened that over 80% of the counselors had recommended it; conversely, whenever 80% or more of the counselors had recommended a source at least 10% of the students intended to use it, the sole exception being the high recommendation and low student use of the National Defense Student Loan Program.

Despite the associations, we may yet observe that relatively high proportions of counselors did not followup their recommendations to students to determine whether the student had made application to a source of funds nor, apparently, to determine whether additional knowledge or help was needed by the student. Moreover, relatively high proportions of students reported that they knew too little about the sources to respond to the question, thereby increasing the suspicion that lack of knowledge may be a serious factor in the student's perception of a financial barrier and, subsequently, the inability to maximize his capability of coping with the barrier.

In order to test this line of reasoning a series of contingency tests were decided upon. To do so it was necessary to examine the degree to which students were ignorant of the sources of financial aid listed in Table 7-2. It was found that 53% of all students indicated no lack of knowledge. An additional 20% indicated a lack of knowledge concerning from one to four of the sources listed. The remaining 26% indicated a lack of knowledge affecting five or more of the sources -- about 2% indicated they could not answer the question concerning any of the courses owing to their lack of knowledge of the source.

From these results, three levels of ignorance were determined:

low ignorance:	Student indicates no lack of knowledge for any source,
medium ignorance:	Student indicates lack of knowledge on 1, 2, 3, or 4 of the sources,
high ignorance:	Student indicates lack of knowledge on 5 or more sources,

and students were categorized accordingly.

Next, students were categorized according to whether they mentioned lack of money as a factor which might prevent further education. Such information was extracted from a variety of items in the Student Questionnaire (Items 37, 42, 46, 49, 54, 64, 68, and 80). These items were highly similar in content but located in different sections of the Questionnaire (to be answered by certain students and not others, depending upon the students' plans for the year following high school) and usually indicated a need to earn money to support a family or to pay for further schooling. A student who indicated such a need for money, and who also did not indicate that either he or his parents could pay for his education (Item 23 already mentioned) was considered to have perceived a financial barrier to his further education.

Students were then separated according to their curriculum (General, Academic, or Vocational-Technical) since these 3 groups might have divergent post-high school educational needs, and further separated according to their after-high school preferences. These preferences were taken from Item 81 of the Student Questionnaire, which asked what the student would prefer to do if there were no obstacles, reclassified into the following four groups:

Prefer to work:	Students indicating a preference for full-time or part-time work, or on-the-job/apprenticeship training.
Prefer vocational schooling:	Students indicating a preference for attending a vocational, technical, trade, or business school, or a junior or community college to study technical or vocational subjects.
Prefer academic schooling:	Students indicating a preference for taking courses at a junior or community college, or to attend a 4-year college or university.
Other preference:	Students indicating a preference for the military, for becoming a homemaker, travel, taking a break from work/study, etc.

Having classified students in this manner, twelve groups of students were formed according to their curriculum and their post-high school preferences, a cross-classification which should reasonably separate the divergent goals of the student into coherent groups. Within each of the 12 groups formed in this manner the 2-way contingency of financial barrier vs. ignorance of sources of financial aid was tested by Chi-square with 2 degrees of freedom.

In verification of the reasoning presented, each of the 12 groups of students produced a significant Chi-square, with deviations which illustrated, in every case, a surplus of students who perceived a financial barrier and who also were in the "high ignorance" group, a lack of students in the "financial barrier" group who were in the "low ignorance" group, and in 10 of the 12 cases, an appreciable lack of students in the "high ignorance" group who were also in the "no barrier" group. A more complete summary of these results appears in Table 7-3.

Table 7-3

Tests for Dependency of Financial Barriers
and Levels of Ignorance of Students Concerning Sources
of Financial Aid

Curriculum	Post-High School Preference	Chi-Square test	Sig. level	Sub-sample Size	Pattern*
General	Working	8.72	.050	1940	Positive
	Voc. School	12.35	.005	722	Positive
	Aca. School	19.61	.005	1195	Positive
	Other	11.62	.005	1130	Positive
Academic	Working	19.60	.005	730	Positive
	Voc. School	17.25	.005	535	Positive
	Aca. School	50.18	.005	4136	Positive
	Other	35.79	.005	1374	Positive
Voc.-Tech.	Working	22.99	.005	1936	Positive
	Voc. School	27.08	.005	683	Positive
	Aca. School	10.40	.005	478	Positive
	Other	9.53	.010	975	Positive

*A positive pattern is one in which an excessive number of students were found who (a) perceive a financial barrier to their further education; and also (b) belong to the "high ignorance" group regarding sources of financial aid.

The results of these 12 tests clearly suggest that the training and counseling of students should emphasize the kinds of financial aid which are available for the furtherance of their educations and the administrator's procedures by which applications for aid are effected.

Notes

(1) National Longitudinal Study, Appendix B-I, Table B-143.

(2) National Longitudinal Study, Appendix B-I, Table B-142.

(3) The 77% cited here, and the 54% of the previous paragraph are not necessarily in conflict since the 54% relates to students who would like to continue their education during the next year, given no obstacles, while the 77% incorporates no time limit and includes students who, while perhaps not actually intending to further their educations at this time, have nonetheless made no plans against it.

CHAPTER 8

REMEDIAL INSTRUCTION

INTRODUCTION

Item 8 of the Student School Record Information Form asked whether a student had been involved in remedial programs in reading and mathematics and, if so, the number of semester hours of such instruction. Difficulties in the reliability of the semester hours figures were noted in the National Longitudinal Study which question its utility as an analysis variable. The incidence of remedial instruction, however, presented no such difficulty. In consequence, we are able to undertake a limited study of remedial instruction in its relation to sex, race, and curriculum. By comparing remedial students with others we may extend the exploration to provide additional insight regarding the remedial student.

REMEDIAL READING

Incidence

Remedial instruction in reading was provided to about 6-1/2% of the studentsin the high school class of 1972. The incidence rate for White students was about 4-1/2%; for Black, about 14-1/2%. Among the three curricula, Academic students had the lowest rate of incidence--about 2%--while General and Voc.-Tech. students had appreciably higher rates--8% and 9-1/2%, respectively. The rate for females (4-1/2%) was appreciably lower than that for males (7%).

To obtain a more complete view of these results a series of Chi-square tests were performed to test for significant differences in the incidence rates for various subgroups of the sample.

The first such analysis was an analysis by race and sex. The results of the test were highly significant ($\chi^2_3 = 356.31$, $p < .001$), and are shown diagramatically in Figure 8-1. It can be seen that the incidence rates for females is lower than that of males of corresponding race, but the rate for White males is lower than that of Black females. The Chi-squares contributions show that the greatest deviations from the overall incidence rate occur first for Black males, second for Black females, and third for White females whose incidence is appreciably lower than the average. White males are sufficiently close to the overall rate that no appreciable Chi-square contribution is noticeable.

The second Chi-square test was applied to determine whether the incidence rate was equal for the six sex x curriculum subgroups. This test produced, with 5 degrees of freedom, a Chi-square value of 425.72 ($p < .001$). Figure 8-2 displays these results. General curriculum students of both sexes and Voc.-Tech. males have elevated incidence rates, with Voc.-Tech. males having the highest incidence rate. The rate for Voc.-Tech. females does not appreciably differ from the overall rate. Academic students of both sexes have incidence rates which are appreciably below the average.

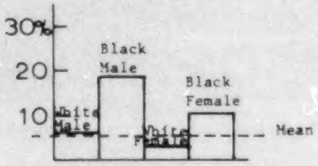
A parallel analysis was conducted for six race x curriculum subgroups in the sample ($\chi^2_5 = 628.87$, $p < .001$). As Figure 8-3 shows, the incidence rates for General and Voc.-Tech. students of both races is appreciably higher than that of Whites. Black Academic students had a rate comparable to that of the population, but that of White Academic students was appreciably lower.

The final analysis for incidence compared the rates for the three curricula within each race x sex subgroup separately. All four Chi-square tests were highly significant ($p < .001$) and are displayed in Figure 8-4. As can be seen, Academic students are less likely to receive remedial reading instruction than their peers of similar race and sex. The rates for General

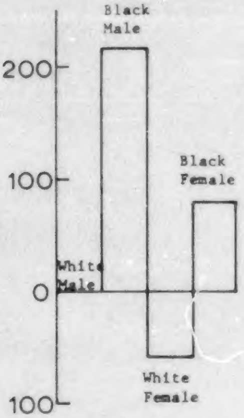
Figure 8-1

Remedial Reading, by Sex & Race

Percentages of Subgroups Receiving Remedial Reading



Contributions to Chi-Square



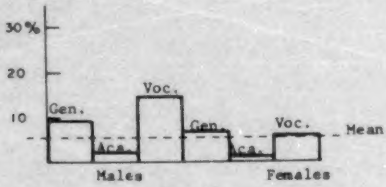
Incidence above Expectation (Number of students observed was greater than expected)

Incidence above Expectation (Number of students observed was less than expected)

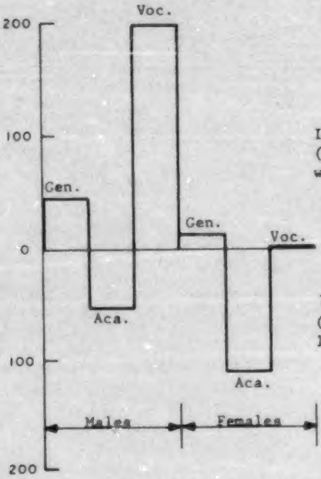
Figure 8-2

Remedial Reading by Sex & Curriculum

Percentages of Subgroups Receiving Remedial Reading



Contributions to Chi-Square

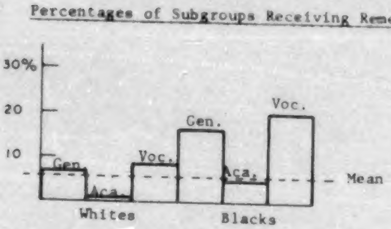


Incidence above Expectation
(No. of students observed
was greater than expected)

Incidence below Expectation
(No. of students observed was
less than expected)

Figure 8-3

Remedial Reading by Race & Curriculum



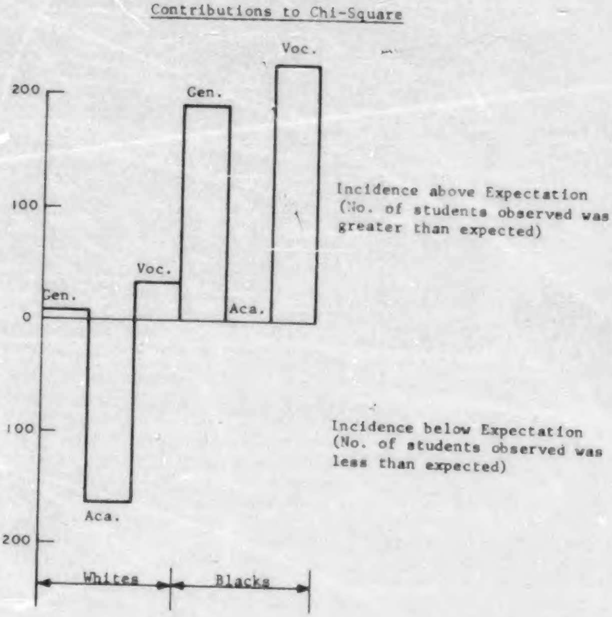
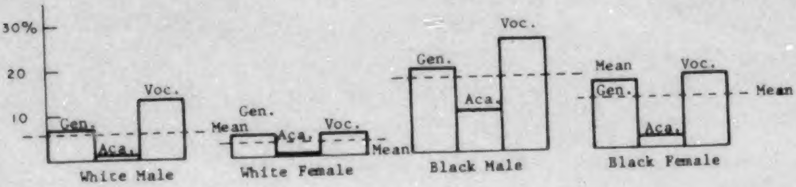
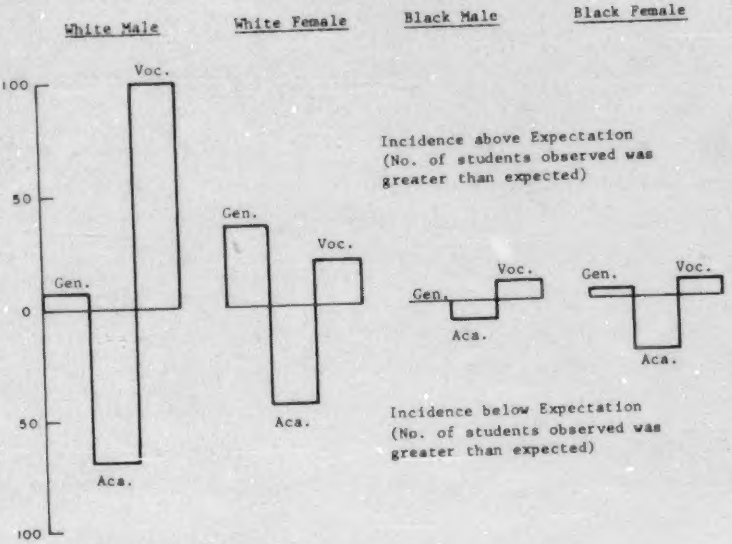


Figure 8-4

Remedial Reading by Curriculum for Race x Sex Subgroups



Percentages of Subgroups Receiving Remedial Reading



Contributions to Chi-Square

Incidence above Expectation
(No. of students observed was
greater than expected)

Incidence below Expectation
(No. of students observed was
greater than expected)

and Voc.-Tech. students are elevated, generally with the Voc.-Tech. rate exceeding the General rate. The exception is White females for whom there is no appreciable difference between General and Voc.-Tech. students. As seen earlier, the rate for Blacks is higher than for Whites.

Comparisons with Non-Remedial Students

The several variables of the Student Test Battery, together with factor analysis derived measures of ability, socioeconomic status, and educational press formed the basis for a series of comparisons between remedial reading students and other students (in the same curriculum) who were not involved in remedial programs.

The standardized differences found between remedial and other students are displayed in profile form in Figure 8-5. It should be noted that the scale is that of standardized differences (standard errors of difference) between the means of the two groups of students on each of the several variables. The scale thus reflects the significance of the test. It does not, however, indicate the average distance between remedial students and others. This measure is provided in Table 8-1, where non-remedial students are taken as a standard and the distance between non-remedial and remedial students is given in standard deviations instead of standard errors.

The most striking feature of Figure 8-5 and Table 8-1 is the fact that deviations on all scores are negative, simplying that the scores of remedial reading students are, on the average, lower than those of non-remedial students. In Figure 8-5 a two-standard error deviation can be considered significant ($p < .05$) and a three-standard error deviation can be considered highly significant ($p < .01$). Thus, practically all results are signficant or highly significant. The exceptions are: (a) Mosaic Comparisons (3)--a test of perceptual

Figure 8-5

Standardized Differences Between Means of Remedial Reading Students and Non-Remedial Students

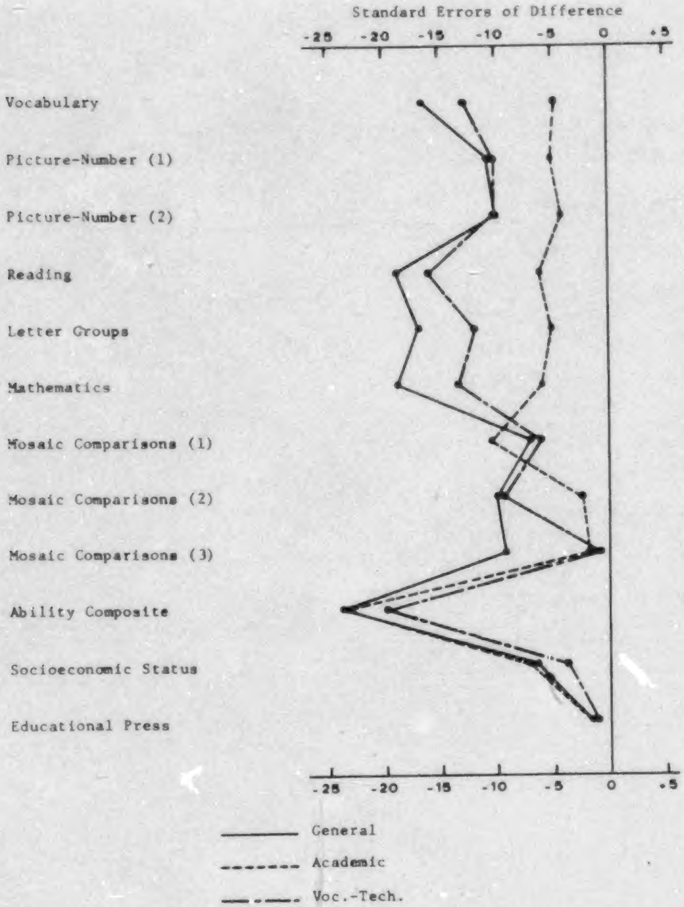


Table 8-1

Mean Remedial Reading Scores Compared To
Non-Remedial Students As A Standard

Variable	Standard Deviations of Difference		
	General	Academic	Voc.-Tech.
Vocabulary	-.72	-.40	-.72
Picture-Number (1)	-.50	-.43	-.55
Picture-Number (2)	-.48	-.36	-.56
Reading	-.84	-.52	-.88
Letter Groups	-.84	-.42	-.64
Mathematics	-.78	-.51	-.74
Mosaic Comparisons (1)	-.37	-.09	-.33
Mosaic Comparisons (2)	-.56	-.23	-.50
Mosaic Comparisons (3)	-.48	-.16	-.53
Ability Composite	-.99	-.61	-1.09
Socioeconomic Status	-.37	-.20	-.23
Educational Press	-.14	-.06	-.12

power--is not appreciably lower for remedial Academic and Voc.-Tech. students than it is for non-remedial students, and (b) the Educational Press variate is not appreciably different for remedial and non-remedial students.

The mean scores of General and Voc.-Tech. students are especially low in Vocabulary, Reading, Letter Groups, Mathematics, and Ability. For the Ability Composite variable, the mean of these two groups of students is located about one standard deviation below the mean of the non-remedial students and the significance test indicates 20 or more standard errors of difference, making this the single most deviant score. As can be seen in Table 8-1, the distances from the means of the remedial Voc.-Tech. and General students to the non-remedial students are highly similar. Were their standard deviations of Table 8-1 plotted as a profile there would be little to distinguish them.

Academic students do not fare so poorly as others in remedial reading--their scores are appreciably higher, but still lower than those of non-remedial students. Their mean Ability Composite is located .61 standard deviations below that of non-remedial Academic students, compared to the full standard deviation of General and Voc.-Tech. students, and the significance test of Ability shown in Figure 8-5 attained over 23 standard errors of difference, making Ability the most deviant score for Academic as well as other remedial reading students.

REMEDIAL MATHEMATICS

Incidence

Remedial mathematics instruction was provided to about 4% of the high school class of 1972. The incidence rate for White students was about 3%; for Blacks, about 11%. Among the three curricula, Academic students had the lowest rate--about 1-1/2%--while General and Voc.-Tech. students had appreciably higher rates--6% and 5-1/2%, respectively. The rate for females (3%) was appreciably lower than that for males (4-1/2%).

In parallel to the Chi-square tests applied to remedial reading students, a series of tests was applied to remedial mathematics students to determine whether the incidence rates were similar among various subgroups of the sample.

The Chi-square analysis by sex and race (Figure 8-6) was highly significant ($\chi^2_3 = 328.95$, $p < .001$), and indicated that the rates for males exceeded that for females, that for Blacks exceeded that for Whites, and that only White females had a below-average incidence of remedial mathematics instruction.

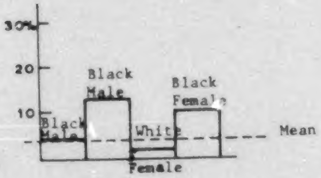
The analysis by sex and curriculum (Figure 8-7) attained a Chi-square of 223.09 with 5 degrees of freedom ($p < .001$). The proportion of students in General curricula who received remedial mathematics instruction was higher than the average for both sexes. Voc.-Tech. males had the highest incidence rate, however, and the remaining subgroups had rates which were slightly below average.

The two analyses described above were similar in pattern to that produced by remedial reading students. The analysis by race and curriculum (Figure 8-8), however, produces a slightly different pattern. Black General and Voc.-Tech. students are higher in incidence of remedial mathematics instruction than the average and Black Academic students are at the average (this pattern is also found in remedial reading). White students, however, have average-or-below remedial mathematics rates while White General and Voc.-Tech. students have above-average remedial reading rates.

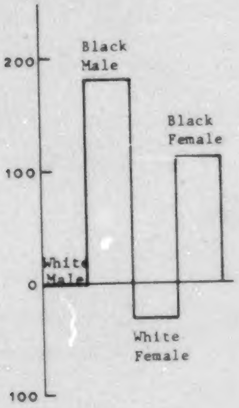
Figure 8-6

Remedial Mathematics, by Sex & Race

Percentages of Subgroups Receiving Remedial Mathematics



Contributions to Chi-Square



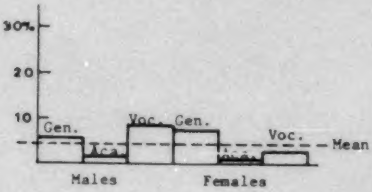
Incidence above Expectation (No. of students observed was greater than expected)

Incidence above Expectation (No. of students observed was less than expected)

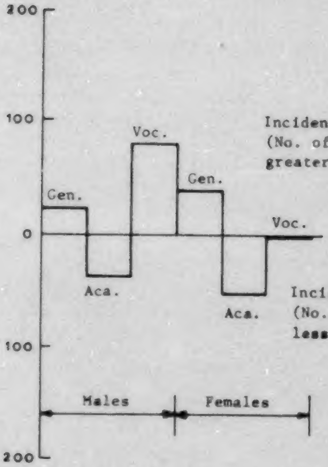
Figure 8-7

Remedial Mathematics, by Sex & Curriculum

Percentages of Subgroups Receiving Remedial Mathematics



Contributions to Chi-Square



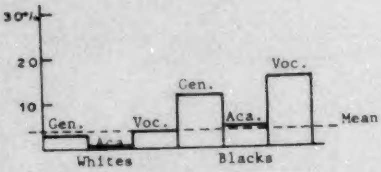
Incidence above Expectation
(No. of students observed was
greater than expected)

Incidence below Expectation
(No. of students observed was
less than expected)

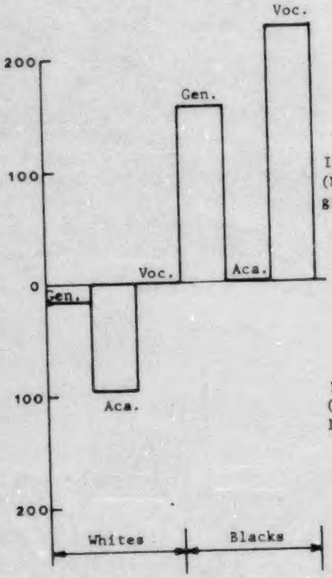
Figure 8-8

Remedial Mathematics, by Race & Curriculum

Percentages of Subgroups Receiving Remedial Mathematics



Contributions to Chi-Square



Incidence above Expectation
(No. of students observed was
greater than expected)

Incidence below Expectation
(No. of students observed was
less than expected)

In Figure 8-9 are displayed the four analyses of sex x race within curriculum. The pattern produced is basically the same as that found for remedial reading students: the rates for Whites are lower than those for Blacks, the rates for General and Voc.-Tech. students exceed those for Academic students, and the proportion of Academic students receiving remedial mathematics instruction is below average while that of students in other curricula is above average.

Comparisons With Non-Remedial Students

The set of variables used to compare remedial reading and non-remedial students was again used in the comparison of remedial mathematics students. Figure 8-10 shows the resulting significance test results in standard errors of difference between the means of the two groups and Table 8-2 provides the corresponding standard deviations.

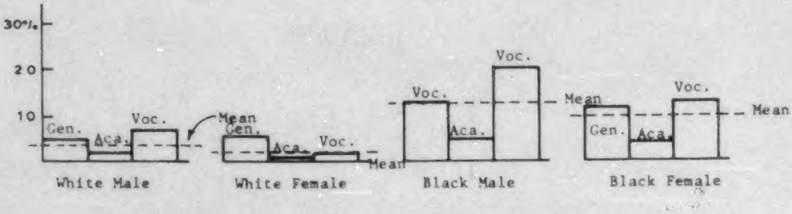
As with remedial reading students, practially all variables (all but Educational Press) showed remedial mathematics students as scoring significantly lower than non-remedial students. Reading, Mathematics, and Ability were the lowest variables, with Ability being the absolute lowest. Table 8-2 shows that Voc.-Tec. remedial students are consistently further below non-remedial Voc.-Tech. students than are the remedial students in other curricula. In Reading and Mathematics these students are located about one full standard deviation below the comparison group, and in Ability they are loacated 1.36 standard deviations below.

In remedial reading it was noted that, for Academic students, the difference between remedial and non-remedial students was less than for students of other curricula. In the case of Mathematics this does not seem to be the case--the location of Academic students is very similar to that of General students.

Figure 8-9

Remedial Mathematics by Curriculum for Sex x Race Subgroups

Percentages of Subgroups Receiving Remedial Mathematics



Contributions to Chi-Square

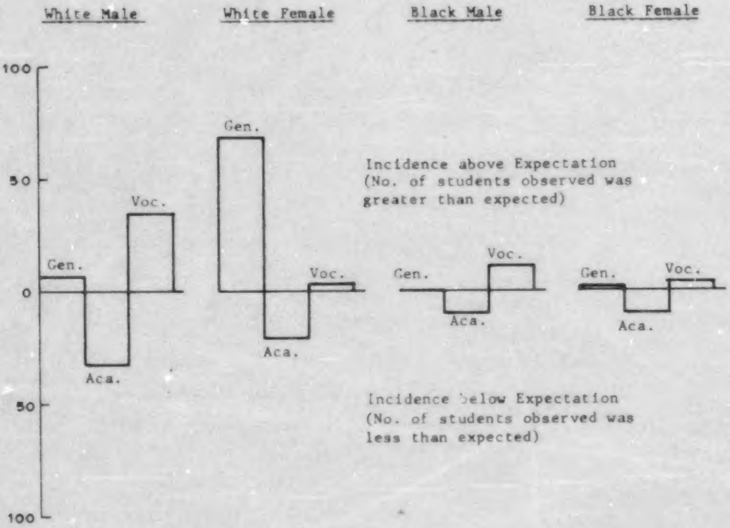


Figure 8-10

Standardized Differences Between Means of Remedial Mathematics Students and Non-Remedial Students

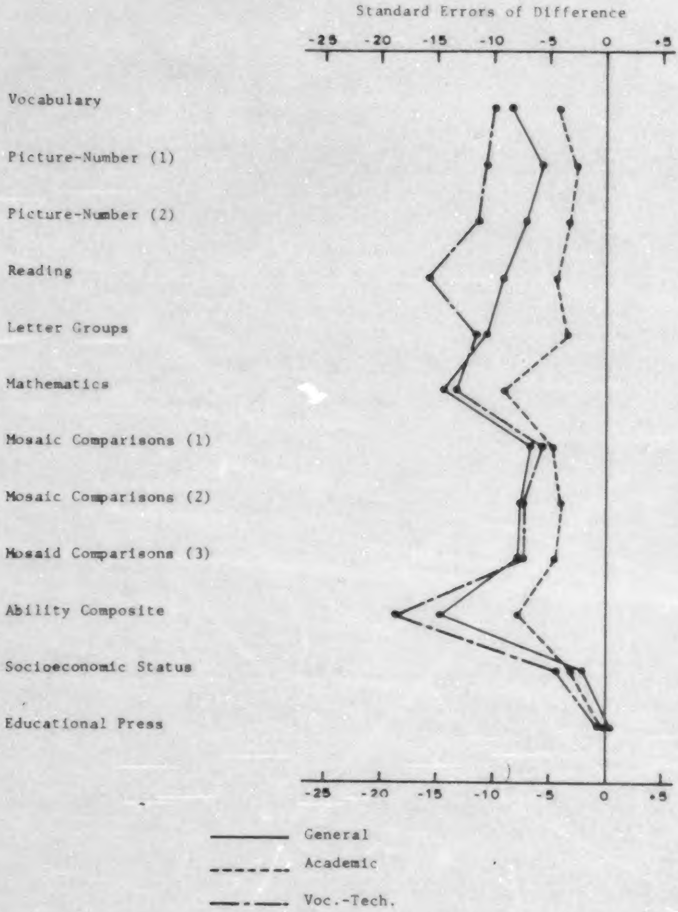


Table 8-2

Mean Remedial Mathematics Scores Compared To
Non-Remedial Students As A Standard

	Standard Deviations of Difference		
Variable	General	Academic	Voc.-Tech.
Vocabulary	-.49	-.45	-.72
Picture-Number (1)	-.34	-.28	-.77
Picture-Number (2)	-.41	-.35	-.82
Reading	-.54	-.46	-1.15
Letter Groups	-.61	-.36	-.83
Mathematics	-.86	-.79	-.96
Mosaic Comparisons (1)	-.39	-.49	-.41
Mosaic Comparisons (2)	-.44	-.41	-.52
Mosaic Comparisons (3)	-.46	-.48	-.52
Ability Composite	-.89	-.80	-1.36
Socioeconomic Status	-.14	-.33	-.33
Educational Press	+.06	-.07	-.11

SUMMARY

By comparing the incidence rates with which various subgroups of students receive remedial instruction in reading and mathematics, it was determined that (a) relatively more Blacks than Whites, (b) relatively more General and Voc.-Tech. students than Academic students, and (c) relatively more male than female students receive such instruction. The patterns of incidence in remedial reading were found to be highly similar to those in remedial mathematics.

Comparisons of remedial and non-remedial students showed strong and systematic decrements in the scores of remedial students compared to non-remedial students. This was found for both remedial reading and remedial mathematics students of all curricula. The greatest differences between remedial and non-remedial students involved both verbal and quantitative variates, as well as other variates, suggesting an ability decrement of broad spectrum rather than isolated disabilities in reading or mathematics. The composite Ability variate developed during the National Longitudinal Study produced a greater difference between remedial and non-remedial students than any of the other 11 variables tested. This was true for both remedial reading and mathematics and for students of all curricula.

Students of General and Voc.-Tech. curricula in remedial reading were relatively disadvantaged compared to their peers, while the decrement for Academic students was of lesser magnitude. In remedial mathematics General and Academic students were distinctly less disadvantaged than were Voc.-Tech. students. Thus, both reading and mathematics Vocational-Technical remedial students were found to possess relatively serious deficits in a broad spectrum of intellectual and other measures.

CHAPTER 9

SUMMARY

The eight reports brought together in this volume were based upon data collected for the base year of the National Longitudinal Study of the High School Class of 1972. Nearly 18,000 students were involved in the study, students who could reasonably be expected to complete their secondary school education prior to September 1, 1972.

The report of that project indicated that minor but systematic biases were present in the data since certain schools and students did not participate in the survey. In particular, small schools, often in the South, often in rural areas tended not to participate. Nonparticipant students tended to be not academically oriented, had lower standing in their class, were more mobile, and more likely to have one or more learning disabilities. In the current study this type of analysis was continued to compare students who answered every necessary question (full participants) with students who improperly omitted one or more questions (partial participants). It was found that students who planned to work and to take vocational or technical courses during the year following high school had the lowest rate of full participation. Academic curriculum students tended to produce a high rate of full participation. Full participants also tended to stand higher in their class than did partial participants. Thus, partial participation seems somewhat similar to nonparticipation and, therefore, the bias effects should be additive, not compensatory. Both the earlier report and the current one found the amount of bias to be small in most circumstances; however, the accumulative effects of bias emphasize the need for care in analysis and interpretation.

The high school class of 1972 consisted of about 3 million persons, about 82% of them White, 9-1/2% of them Black. The rest were from smaller minority groups. Subsample sizes were inadequate to do more with the smaller minorites, but it was found that, while the sexes were equally represented for Whites, Black males comprised only 45% of all Blacks. About half of the White students were enrolled in Academic curricula, which compares to a quarter of the Black students. Close to half of the Black students (44%) were enrolled in General curricula, which compares to 29% of all White students.

A set of six tests (vocabulary, picture-number, reading, letter groups, mathematics, and mosaic comparisons) were administered to the sample students. Uniformly, females slightly outperformed males, Academic students outperformed other students, and Blacks scored about a standard deviation below Whites. Exceptions to this pattern include the fact that males slightly outperformed females in mathematics. The median class standing of females was substantially (17%) higher than that of males and that of Vocational/Technical students was about 6% higher than that of General students.

The socioeconomic status of these students was examined from a variety of viewpoints, with highly consistent results. The SES level of Academic students was appreciably higher than that of General students who had, in turn, a slightly higher SES level than that of Vocational/Technical students. Blacks were found to have a markedly lower SES than Whites.

Student participation in federal programs was examined for the following five programs:

Cooperative Vocational Education Program (Co-op)

High School Vocational Education Work-Study Program (Work-Study)

Neighborhood Youth Corps (NYC)

Talent Search

Upward Bound

Collectively, these programs enroll about 741,000 students--about 1/4 of the population. The Work-Study program was the largest, enrolling about 277,000 students--roughly 10% of the population. Talent Search and Upward Bound each enrolled less than 2% of the students. Participation rates in these programs were similar for the two sexes, but differed between races and among curricula. Voc.-Tech. students tended to be heavily enrolled in the Co-op and Work-Study programs (about 1/5 of all Voc.-Tech. students were in each program). General and Academic students were much less likely to be found in these two programs. The Neighborhood Youth Corps enrolled about 8% of the General and Voc.-Tech. students and about 4% of the Academic students. Blacks were over-represented in all five programs, compared to their incidence in the population. Nearly a third of all Black students indicated their participation in the Neighborhood Youth Corps.

A composite measure of ability suggested that students in federal programs had somewhat higher ability scores than did students in the same curriculum who did not participate in federal programs. Self-reported grades did not reflect this advantage, and it was suggested that under-achievement might be a factor. Compared to their same-curricuium peers (nonparticipants in federal programs), the participant was more likely to feel that teachers were not as helpful as they might have been, that transportation to and from school was problematic, that parents were disinterested in their education, and that school facilities were substandard. On the other hand, they were more apt to feel that school counseling services were good and that the quality of teaching was adequate.

A number of significant differences were observed regarding the exposures of various types of students to various special teaching techniques. With the exceptions of student projects, laboratory work and television lectures, sex differences were generally noted. Such differences might accrue to the different courses selected by males and females and/or to the relative verbal facility and interest of females compared to males. Curriculum differences were generally observed, usually in a reasonable relationship between the curriculum and the teaching technique. For example, field trips were frequently reported by Voc.-Tech. students, seldom reported by Academic students, and even less frequently reported by General students. Voc.-Tech. female students and General male students may tend to be comparatively underexposed to the diversity of teaching techniques available. Field trips, individualized instruction, teaching machines and computer assisted instruction, and TV lectures were infrequently employed techniques compared to lectures, student-centered discussions, project and lab work, and composition writing.

About 1/3 of the population, that is, about one million of these students, may be facing a financial barrier to their continued education. It was observed that relatively large numbers of students were ignorant of many potential sources of financial aid. Moreover, there was a relationship between students use of financial aid sources and the frequency with which counselors recommended such sources. Because of such a relationship it was hypothesized that a student's ignorance of potential aid might, in itself, constitute a portion of the perception of a financial barrier. The hypothesis was tested separately for 12 combinations of students (3 curricula x 4 post-high school preference categories). The hypothesis was supported in all 12 instances, suggesting that student counseling should clearly emphasize kinds of financial aid and the administrative procedures necessary to their application.

The incidence of remedial instruction in reading and mathematics was examined within a number of subgroups of the population. The pattern of incidence was found to be the inverse of the achievement/ability test pattern mentioned above--remedial instruction was relatively more frequently provided to Blacks than to Whites, to General and Voc.-Tech. students than to Academic students, and to more males than females. Students in remedial courses showed serious weaknesses in test performance for all tests in the battery, and additionally showed a slightly lower SES level than that found in nonremedial students.

Senator **Pell**. I notice, in looking at the GAO report that it stated the expenditures for new construction facilities have been favored; but your bureau, Mr. Pierce, says this is not so.

How do you explain this difference in viewpoint?

Mr. **Pierce**.. Well, I think what we were trying to point out Senator, was that vocational educators have spent quite a lot of money for construction.

We view that, however, as being a positive response to one of the other criticisms by the GAO report that the vocational education funds have not been used for catalytic purposes.

Senator **Pell**. For what?

Mr. **Pierce**. For catalytic purposes, providing new programs.

What we pointed out was insofar as new construction has been favored that that has provided for an increase of area centers from about 450 to 2,000 using Federal funds. This has provided about 900,000 new training stations for young people; those new stations are usually in new programs with new facilities and new equipment. Therefore, these funds had indeed provided the kind of incentive that GAO was concerned Federal funds were not providing.

Senator **Pell**. I think the congressional intent is important here, and I think I speak for most of my colleagues when I say we do not want to see money used for brick and mortar as much as we do for the development of new programs.

Would you agree?

Senator **Beall**. I think we have to spend a good deal of money just for that.

Mr. **Pierce**. I think the amount of Federal funds spent for construction has been constantly going down, about 16 percent down to—I think we now are at about 9 percent of the total Federal funds which are being spent for construction.

What I think we have seen, by virtue of the 1968 Act, States responding to the needs of their local communities. The need to provide facilities for young people is being met and therefore is tapering off.

I think our latest report shows only 27 States plan to spend any money for construction in the coming fiscal year.

So many of the States have met their needs, apparently, for new facilities, and now will devote those funds to additional programs.

Senator **Beall**. I think everybody is a little defensive about this.

What concerns us is not that of construction buildings but the lack of coordination and the utilization of the facilities already there.

For instance, we built community colleges and many times they could be used for vocational training and that sort of thing, and we do not coordinate the use of the facility and/or the other resources that may exist in the total educational community in a particular location.

I think that is what concerns us.

Mr. **Pierce**. I share that concern.

Senator **Pell**. I believe I am correct in saying you have rescinded the authority you had to use Federal surplus property, which does not make sense.

This is cheaper and better than building something new.

Why did the Department take administrative action to rescind that authority?

Mr. COOKE. The answer to that one Senator, is I will have to check it out.

Senator PELL. That is just counter to what we are saying and what is the congressional intent.

The GAO thinks their study is darn good and should serve as the basis for whatever improvement is to be made, and I agree.

Obviously, it is a little coldhearted from using figures rather than souls of people, but it still gives us a darn good basis on which to go forward. With regards to the GAO legislative recommendations I find myself in accord with just about every single one, and ask if you have any reactions—any more input that you would like to make, or would you like to save it for later?

Mr. AHART. I would like to make two comments, I think.

One: Concerning the favoring of construction, our comments, and our suggestion to the Congress in that area were made in the context of what Senator Beall just pointed out—our concern was construction has gone too far too fast as opposed to taking a look at what is available in the community already, existing facilities, maximizing, or optimally using existing facilities before you go to the construction dollar, and that is exactly the context in which we have raised the matter for the consideration of the Congress.

I might revert back to the discussion of the administrative expenses for a moment.

Dr. Pierce I think mistakenly suggested GAO had recommended a 5-percent limitation.

We did not make a recommendation as to a specific limitation.

We asked the Congress to consider whether or not a limitation should be imposed without offering a specific limitation of our own.

Most educational legislation has such a limitation and does put it in the context of 5 percent.

I am not sure that that would or would not be appropriate in the congressional judgment for this.

Senator PELL. How did we arrive at 1 percent for title I?

Mr. AHART. I cannot answer that without doing a little research, Mr. Chairman.

[The prepared statement of Mr. Pierce follows:]

Statement by
Dr. William F. Pierce
Deputy Commissioner for Occupational and Adult Education
U.S. Office of Education
Department of Health, Education, and Welfare
Before The
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate
Monday, March 3, 1975
10:00 a.m.

Dr. Pierce is accompanied by:

Mr. Charles M. Cooke, Jr., Deputy Assistant Secretary for Legislation (Education), DHEW

Dr. Charles H. Buzzell, Acting Associate Commissioner for Adult, Vocational, Technical, and Manpower Education, Bureau of Occupational and Adult Education, OE

Mr. Chairman:

We are aware that this distinguished subcommittee is beginning hearings which are designed to lead to new vocational education legislation. Undoubtedly, an important factor in your deliberations will be the recently released General Accounting Office report entitled "What is the Role of Federal Assistance for Vocational Education?".

As we open this discussion, it is essential to bear in mind that State and local education agencies provide over 80 percent of the support for vocational education. Federal funding, therefore, is at the margin and we need to be concerned that Federal support is used in ways that will stimulate improvements in the basic operational programs effort provided by States and localities.

We greatly appreciate the opportunity to provide this subcommittee with our assessment of that report and to share with you the Office of Education's plans for implementing the GAO recommendations which have been agreed to by the Secretary of HEW.

We are hopeful that this testimony will serve the following purposes:

(1) To illustrate how the report has substantiated some problems of continuing concern to vocational educators;

(2) To share with the subcommittee the specific plans we have for intensifying Federal, State and local efforts to resolve these problems;

(3) To help put the GAO report into perspective by pointing out some of the positive accomplishments of vocational education since the enactment of the Vocational Education Amendments of 1968; and finally,

(4) To summarize some analytical weaknesses of the report which should be recognized before basing legislative decisions upon its findings.

At the outset, I would like to put the GAO report in general perspective. We would be among the first to admit that the total vocational education system can and should be improved, just as we would be among the first to admit that all education--academic and professional--needs to meet the hard challenge of accountability, including an assessment of the appropriateness of courses offered when compared to the life aspiration and career goals of students. Unfortunately, the GAO report conveys the impression that little is right with vocational education. We feel a responsibility to bring some balance into the discussion and to point out some of the features of the report which distort many of those findings and, unfortunately, will undoubtedly serve to reduce the overall usefulness of the document. We are providing for the committee's use a detailed analysis of the GAO's findings.

What then are the principle problems raised by the GAO to which we hope to find solutions over the next few months and years? What have we been doing to resolve those problems? And what added initiatives do we propose to resolve them?

The first and perhaps most important problem raised is that vocational education programs are not well enough related to employment opportunities. According to the GAO, a better match between vocational education and job offerings is related to a variety of factors: full and realistic assessment of labor market demand; work experience as an integral part of the curriculum; adequate occupational guidance; and placement and follow-up of graduates. We have attempted to address some of these problems by directing nearly a fourth of the Commissioner's discretionary monies in the last two years to guidance, placement and follow-up. However, we agree with the GAO that vocational education programs are not yet designed to make the rapid changes necessitated by shifting labor market demand nor are they adequately in touch with the markets they serve. The program effort under our legislative proposals will be aimed at solving some of these structural problems.

As a cautionary note, it should be mentioned that efforts to expand the work experience component of vocational education suffers less from problems that can be cured by legislation than from a variety of State and local rules regarding teachers, unions, safety and health over which the Federal government has little control. In this sense, the Federal program has less capacity to make vocational education more relevant to market demands than the GAO implies. Nevertheless, under the legislation we are developing, innovative and development projects which address these barriers between vocational education and work will be supported.

Although we will make vocational education as responsive as possible to the labor market, it would be erroneous to judge the success of vocational education by this criterion alone, as the GAO report does. We feel vocational education programs should be perceived as an integral part of the educational system of this country. As part of an educational system as opposed to a training system, vocational education is responsible for assisting in increasing and improving basic cognitive skills, heightening career awareness, improving the understanding of a variety of work environments and in many instances, motivating students to remain in school at the secondary or postsecondary level as well as providing specific occupational skills. It is also overlooked that vocational education plays an important part in augmenting general education skills. Such skills are often sharpened in a setting that not only provides the student with motivation that he or she might not otherwise have but frequently provides a student with the first truly practical application of an otherwise abstract educational principle.

Unfortunately, the GAO report overlooks this point and implies that there are only two criteria for measuring success in the vocational education program, namely the ratio of program completions to enrollments and the employment rate of graduates. We would not argue that these criteria are unimportant, but merely would point out that the GAO report seems to lose sight of very important additional aspects of vocational education.

Even using GAO's criteria, vocational education is more successful than the impression GAO gives. Its attempts to show that there is both a low ratio of completions to enrollments and that students may not be employed in the fields for which they were trained represents a faulty analysis of the data.

Comparison of completions to enrollments is valid only if a class of students enrolled in a vocational education program is followed over time and then a count of those who completed the course is taken in comparison with the number starting. At present, that type of data is not available. Consequently, GAO simply compared the number of completions in fiscal year 1972 with the total number of individuals enrolled, both part-time and full-time, in all vocational education classes. Of course, many of these students were in their first year or second year of a vocational education program and not even eligible for completion. This technique gives a misleadingly bleak picture of the probability of completing a vocational education sequence. In addition, our reports for fiscal year 1973 shows that 57.6 percent of those completing programs were available for employment with the remainder not available due to further schooling, having entered the Armed Services or for other reasons. Of those available for employment, 90.9 percent were employed, 66.4 percent being employed full-time in the field for which they were trained or a related field.

The second problem raised is the adequacy of national, State, and local planning. Among the seven States the GAO surveyed, it found lacking the necessary planning efforts to insure efficient and intended use of Federal funds. The planning process in vocational education can be improved in many States. The Federal government can make several contributions in this area including:

(1) More discretion in the development of State formula grant program plans and more explicit focus on priorities under the research, innovation and demonstration grants;

(2) Better State plan formats which lead States to ask questions about needs and priorities; and

(3) Data requirements that will generate information on relative needs and make explicit what decisions States and localities have made in regard to serving these needs.

We will soon propose legislation which will help States to make better choices about the allocation of Federal funds.

However, Federal legislation cannot be the sole means to accomplish better State and local planning. Such planning will require considerable effort on behalf of the States to bring together manpower training activities, public and private employers, and education agencies--themselves fragmented by level. To improve State capacity to perform these functions we have been funding since 1968 State and local projects to improve planning and needs assessment. In 1974, for instance, we concentrated over $2 million out of Part C funds on 21 projects designed to improve comprehensive, Statewide needs assessment. We are encouraged that comprehensive State planning and needs assessment is now one of the top priorities of the American Vocational Association.

The third problem raised is an apparent low priority in the allocation of State funds to serve persons with special needs. Approximately 7 percent of State and local vocational education monies are spent on special needs students compared with 28.7 percent of Federal funds under Part B alone.

The inadequacy of the total vocational education effort for students with special needs has been an on-going problem that the GAO report serves to reemphasize, although we feel that the GAO did not utilize data which conveys the complexity of the problem or possible solutions.

New programs such as those for the disadvantaged and the handicapped are difficult to fund at the State and local level in part because of the high operational and start-up costs involved. It should also be recognized that in most States the bulk of the support for these students is contributed by the localities; that many of these localities face special funding problems because of the high concentrations of such students.

It was for precisely this reason that the 1968 Vocational Education Amendments identified these areas for special Federal funding emphasis. Enrollment data show that the States have made a significant effort to extend vocational education programs to special needs students. Between 1969 and 1973, special needs enrollment increased at a far greater rate than total vocational education enrollment--1,200 percent compared with 50 percent.

Nevertheless, we realized that a large number of unmet needs still exist. The legislation we will be proposing will give high priority for Federal assistance to projects targeted especially on this area. This emphasis will provide an incentive for States to incorporate techniques for serving these special needs group in their basic programs. We are planning in fiscal year 1975 to fund about 20 projects totaling $2 million to help States improve the quality of teachers and other educational personnel for the disadvantaged and handicapped. This should complement our effort last year to focus $800,000 on improving the quality of programmatic offerings for special needs students.

A fourth problem raised is the undesirably large proportion of Federal funds going to support State administrative costs. The GAO found in the seven States surveyed that a large proportion of Federal funds were retained at the State level and evidence that the portion retained was increasing over the years on a national basis.

Our experience shows that, over time, States are relying less on Federal funds for administrative costs. Our analysis of the data from fiscal year 1971 through fiscal year 1973 indicates that the expenditure of Part B funds, relative to the States' total expenditures for ancillary services, has actually been decreasing. Moreover, the variety of technical assistance activities included in OE data under the rubric of ancillary services greatly overstates the percentage of Federal funds used for purely administrative activities. In fact, ancillary services includes such activities as evaluation, teacher education, research and demonstration, and curriculum development. Unfortunately, the proportion of the total ancillary services pie expended for purely administrative activities has not been collected on a regular basis. Improvement of data reporting on this is obviously a must.

As part of that effort, we have completed a survey since the GAO report was issued of State expenditure profiles which yields, among other things, additional information on the use of Part B funds for State administration. We would be pleased to offer this survey for the record. The preliminary results of that survey seem pertinent to this discussion. Our data indicate that the percentage of Part B funds used for State level administrative activities within the States averages 7.2 percent on a national basis. These figures show how difficult it is to generalize about administrative costs from a survey of a few States as the GAO did. Clearly the States the GAO looked at were not representative.

Yet, if there are abuses in a few States there may well be a need to review the availability of Federal funds in those States.

A fifth problem concerns the use of Federal funds for construction. The report states that Federal funds have not been used for the catalytic purposes for which Congress intended. It goes on to criticize vocational educators for building too many facilities. We do not understand how the GAO could arrive at that conclusion. As a matter of fact, the construction of new facilities represents an outstanding example of catalytic usage of Federal funds. Since 1965, the number of area schools has increased from 460 to over 2,000. That represents, at a minimum, an estimated additional 900,000 training stations. Those training stations, for the most part, represent improved programs using updated equipment.

However, the really critical issue as we endeavor to improve the use of Federal funds in the vocational eduation field is not the extent of Federally supported construction, but whether the projects to be supported in fact yield improved techniques and mechanisms which can be used in State programs. Therefore, in this context, we have no objection to and fact favor close examination of proposed construction before it occurs in order to insure the most efficient use of Federal funds.

Finally, the GAO concludes that Federal funds are used too much as basic support for traditional on-going activities. GAO found that vocational education funds generally have not been distributed for projects identified as most successful in achieving a catalytic effect; that in many instances, Federal funds have simply been used to underwrite existing local activities year after year.

A greater differentiation does need to be made between the role of Federal and non-Federal funds in vocational education. Vocational educators should take better advantage of the availability of Federal funds to:

(1) provide risk capital to underwrite development of truly new techniques and approaches;

(2) support development of activities with considerable economies of scale such as adequate manpower forecasting, needs assessment, and national coordination between manpower and educational programs; and

(3) support new program developments which would help meet special needs, such as those of handicapped and disadvantaged students.

Because we feel Federal funds have the greatest chance to achieve the catalytic goals set out in the 1968 Amendments, and reiterated by GAO, if they are concentrated on activities similar to those mentioned above, our legislative proposal will include a shift of Federal funds to such areas.

Our substantial agreement with GAO's conclusion does not, however, imply full agreement with some of the GAO findings that led to these conclusions. In particular, GAO cited statistics showing Federal expenditures for vocational education increasing four times faster than enrollments between fiscal year 1964 and 1973--alleged proof that Federal funds haven't been catalytic. Yet enrollment is an objectionably weak measure of the effect of Federal funds--taking no account of changes in program quality, variety, or changes in real costs over time.

Of course, the GAO report raises many other issues we do not have time to discuss here today. We are gratified that GAO has generated considerable public interest in all these issues. Hopefully, discussions such as we are having this morning will ultimately lead to better vocational education legislation. To the extent that GAO raises issues we can respond to administratively, we have begun to do so. The outline of our proposed response to GAO's 21 recommendations has already been transmitted to the House Committee on Government Operations. I have copies of that document, Mr. Chairman, which you may wish to make a part of the formal record.

We also have done a much more systematic, detailed analysis of the GAO's 47 findings which I referred to earlier. Of the 21 recommendations, the Secretary concurred with 16. For the most part, the recommendations are very general and simply call for the further improvement of refinement of efforts currently underway. What needs to be made very clear, however, is that we do not concur with 36 of the 47 findings. In our analysis we separated the findings and conclusions into four categories: "agree;" "finding not supported by facts;" "finding based on inappropriate assumptions;" and "finding not justified."

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Of the 47 findings eleven fitted the agree category, fifteen were not supported by the facts, eight were based upon an inappropriate assumption, and thirteen were of such a nature that the conclusion was not justified.

Although time will not permit a discussion of each finding, I do have copies of the Bureau of Occupational and Adult Education's written analysis of each finding, should you wish to make that analysis a part of the record.

Thank you again for giving us the opportunity to appear today. I will be happy to answer any questions you may have.

Senator PELL. Gentlemen, thank you very much indeed.

Our next witnesses will be representatives of three of the seven States that were audited by the GAO, Mr. Barrett from California, Mr. Shoemaker from Ohio, and Mr. Van Tries who has already been introduced, from Minnesota.

Do you wish to lead off?

STATEMENT OF SAMUEL L. BARRETT, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF CALIFORNIA

Mr. BARRETT. Mr. Chairman, Senator Beall, I am Sam Barrett, State director of vocational education in the State of California.

I too have prepared a written paper that I would like to present in the record and in light of the time will try to briefly summarize some of our remarks. And we appreciate the opportunity to respond on behalf of our department and on behalf of vocational education in the State of California.

Senator PELL. Without objection it will be so received and inserted at the conclusion of your testimony.

Mr. BARRETT. In two words we find the report—extremely disappointing.

I say this because we feel that the report is extremely negative. We feel that data exists in the report to have written a positive report.

I would use my own responses earlier that 17 States had reduced expenditures.

If my mathematics are correct, that means that 33 States must have maintained or expanded expenditure so you have got the data that can sometimes be misleading.

I think that at a time when the need for vocational education has never been greater it is unfortunate that a study of this type would reflect negatively on this program, and some of the recommendations and conclusions could lead to reductions in its effectiveness.

Senator PELL. Excuse me. In fairness to GAO, they are not rejecting the objectives of the program. They want to make it more effective. They are questioning whether you are going along in an effective way, and California has the highest administrative cost of all the States that were audited, so we wondered whether this is the best use of the Federal dollar.

Mr. BARRETT. We have the largest enrollment in vocational education.

Senator PELL. That should make a lower Federal amount of money spent for administrative costs, is that not correct?

Mr. BARRETT. I am not so sure.

Senator PELL. Well, usually as the program enrollment goes up the administrative cost goes down.

Mr. BARRETT. We have a large, very large and complex State to cover with leadership services.

Senator, I just cannot respond to what the percentage ought to be based on State by State.

I think each State has needs that are unique to that State and it is difficult to determine a proper response to that question.

Senator BEALL. Why in this case is California using such a high proportion of Federal funds in administration?

Mr. BARRETT. Basically we have been providing more direct service to local agencies.

The question was about title I—title I in California at least passthrough money and the money goes directly to the districts with very few leadership services provided.

In vocational education in California we provide curriculum service, evaluation, research, direct on-campus service, teacher education, and all of these services are provided in the State. So again it is a matter of agreeing whether one feels——

Senator BEALL. It is easier in this case to use the Federal money to provide that service.

Mr. BARRETT. That is definitely true, sir.

Mention was made of the length and the expense of the survey and I would indicate in California the General Accounting Office team spent 3 weeks, three individuals spent 1 week in the Department of Education, approximately 3 days in the regional U.S. Office of Education and most of their visiting time in one community. And I would indicate that in a State as large and as complex as California that it is difficult to image that a survey of such short duration and depth reflects the real program of vocational education in California.

And, I would indicate that it is not my intent to criticize GAO. I have a high regard for the work they do.

I think unfortunately, in California at least, they thought that they needed another State to balance out their survey, and late in the study decided that California would be one of those States. But this was the first situation that we have had where the review audio team of any type in our State did not provide us an interview of any type to validate the data the team was talking about regarding the effect of Federal funds in California. In 1962, the Federal grant for vocational education was less than $4 million.

The enrollment in vocational education was somewhat less than 500,000 individuals and the occupational opportunities were very limited as was enrollment throughout the State.

The 1963 act brought a new philosophy of vocational education into the picture and in my opinion it was a stimulus.

In 1973 and 1974 in California the Federal funds for vocational education was about $42 million.

Our California philosophy has led from the strict labor market objectives to include human needs of our citizens.

Basically, as I indicated, the kind of service we are providing is much beyond that we were providing in earlier years.

In the youth programs hundreds of occupations are now being served.

We think in California we have tried to respond to the congressional intent that vocational education exists in every community for every youth and adult.

I do not know what catalytic techniques means but it seems to me that a State, regardless of the percentage the State spends for administration, that provides State and local funds 9 to 1 to Federal money has something going in vocational education and has responded to the intent of the legislation.

I would like to say just a few brief words about several of the recommendations in a short length of time.

The question is setting a limit on the amount of funds that are retained at the State level. Again, I would certainly agree with the intent of this recommendation because the intent is to provide more funds for the local level to establish programs for the students and certainly that is what we want.

I think we want quality programs though and that is part of the intent of our administrative staff.

As was indicated our administrative costs are approximately 12 percent of the Federal grant since we match 9 to 1, the $1 influences every $9 that is spent.

Everyone of those programs we are reporting meet the State plan standards for vocational education.

If we were to focus very narrowly just on the Federal dollars and plan only for the 50-percent matching, our program, actually our staff, would touch far less programs and students.

So basically when you consider the total program of vocational education our State administration amounts to about 2 percent.

We think it is more economical in statewide programs of this type to coordinate them from the State level.

Research and demonstration programs we think are a good expenditure of the money.

California does not offer the same type program as many States do.

We do however provide leadership service and consultant service to 1,000 high schools, 100 community colleges, some 62 regional occupational centers and programs in our adult schools.

Mention was made of community colleges providing vocational education in California. Over 50 percent of the students enrolled in community colleges are in occupational majors.

So I would caution against overly limiting administration uses of funds but I would agree there has to be a limit.

I think we certainly have to face that fact on administration percentage. I think it ought to be determined by the value of the service being provided in the respective States.

Recommendations that funds be required for planning are consistent with our thinking because in a State as large and as complex as California planning is a difficult process.

This is due to the multiplicity of boards and agencies and commissions and jurisdictions and all vocational education and manpower is complex.

We have in California also placed a high regard on local determination and local autonomy.

We try to provide within the broad frame of the act as much opportunity for the local communities to meet very unique needs as we can.

We are working on planning.

We are not satisfied with what we have, and are seeking more adequate planning.

We should have a comprehensive local-regional-State plan that clearly identifies the manpower needs and the resources.

Manpower needs assessments have been very difficult. At a time when spiraling costs are a reality, planning to reduce unnecessary duplication must be provided.

There has been talk about a setaside for cooperative activities.

We are strong supporters of cooperative education activities.

I feel it is not required to have a Federal funding set-aside.

I give as evidence the fact that California serves over 100,000 students in work experience programs both on-campus and off-campus for work opportunities.

We have just instituted a new program we refer to as a community classroom—the teacher takes the entire class into the community both industry-related and on-the-job training is provided utilizing the industry or business facilities.

We have new State legislation for the first time that allows vocational education students to enter certain situations, develop businesses, manufacture products, and sell the products and service them.

I am pleased to say we have had excellent cooperation with labor and industry in this process.

California provides for 50 percent of the juniors and seniors in secondary schools to go to the community colleges for advanced training.

We think this is a good use of facilities.

We have recently passed legislation that will allow our public high school or community college to contract with a private proprietary school. For the first time, the public school can generate a stated appropriation for that purpose.

We have had some success utilizing military facilities. We have taken a number of deactivated military facilities and converted them into training centers so that we feel while cooperative activities with business and industry are highly desirable, we feel the present legislation provides adequate opportunity to do that.

Construction was mentioned. Construction has not been a high priority of use of Federal funds in California. We use very few of the funds for that purpose.

We think, however, that some States, depending where they are in developing their total delivery system of vocational education, need construction funds.

We think this need will fluctuate with time and that a need of this type ought to be looked at maybe on a 10-year projection instead of a year-to-year basis.

Again there should be some flexibility for the individual States to meet their unique needs.

Mention was made of job and program matching. These are the basic foundations of vocational education.

In California right now that is difficult due to the fact that our unemployment is over 9 percent.

We anticipate that youth unemployment is about three times that amount.

Unemployment for females, minorities, and youth, may be as high as 40 percent. Yet we have students in our schools and we still have to provide training.

It has been our approach to provide broader basic training—training that will provide student movement both horizontally and vertically into different clusters of occupations and families of occupations.

We believe when the economy turns around, these skills obtained in vocational education will be the first hired back into the labor market.

We think it is counterproductive to offer, especially at the secondary level, too narrow a job training program and we try to concentrate more specific job training at the postsecondary and adult levels.

As far as placement is concerned, [illegible] would agree that placement is again high priority for vocational education.

Public education has not traditionally been charged with responsibility for placement, however, we are expending some of our research and demonstration money to develop new approaches to providing placement service at a reasonable cost. This is in line with the philosophy of vocation education to match jobs and people.

We have a sample student followup system now, developed through a research project and we feel again we can use more money for data collection.

In conclusion, I would like to say that we feel that the changes to the present Vocational Education Act, which we think is a good act, ought to provide greater, not less, flexibility for the States to meet their individual needs.

We think also that Congress should clearly identify the goals and objectives they wish to accomplish through legislation in order, again, that we can effectively respond. But we think it would be counterproductive to be overprescriptive. Legislation should provide for the States an opportunity to address their needs.

Again I apologize for a hurried presentation but I appreciate the opportunity and will try to respond to any of your questions later.

[The prepared statement of Mr. Barrett follows:]

Testimony from the California State Department of Education on the findings and conclusions contained in The U. S. Comptroller General's Report "What Is The Role Of Federal Assistance For Vocational Education?" (MWD-75-31) issued December 31, 1974

by
Samuel L. Barrett
State Director of Vocational Education

Gentlemen:

I am Samuel L. Barrett, Director of Vocational Education for the State of California. Thank you for the opportunity to present our State Department of Education's views on the General Accounting Office's findings and recommendations reported as a result of their audit of Federally-supported vocational education programs.

In summary, we feel the report prepared by the General Accounting Office is extremely disappointing and provides an overly negative view of the impact of Federal funds on vocational education in America. At a time when the need for occupational training programs has never been greater, it is unfortunate that the value of vocational education is clouded by this report and, to a degree, endangered by some of its recommendations.

Before continuing, I would like to indicate that in our opinion the Vocational Education Act of 1963 and the Amendments of 1968 have proven to be sound legislation which has stimulated the expansion of vocational education across the nation.

It is our firm belief that the purpose of any amendments to this Act should be to provide greater flexibility in order that the various States can design programs that address the unique needs in those States.

The General Accounting Office team, consisting of three individuals, spent approximately three weeks during November 1973 in California. About three days were spent in the San Francisco Regional U. S. Office of Education, five days in the offices of the State Department of Education, and the remainder of their visit primarily in one metropolitan community. In our opinion, any data in a report based on such a short visit and a review of such limited scope in a state of California's size and complexity must be treated as very limited information. The limited nature of the data therefore forms an insufficient base for the significant conclusions and recommendations contained in the report. Or, put another way, weak data can only lead to weak conclusions and recommendations.

A. COMMENTS ON THE ROLE OF FEDERAL ASSISTANCE FOR CALIFORNIA'S PROGRAMS

In California, Federal vocational education funds have played a major catalytic role and have been key to the phenomenal growth of vocational education programs in the past decade. In 1962-63, California received $3.8 million in Federal vocational education funds and less than half a million students were enrolled in vocational education. Training opportunities were limited, both in number and diversity - meaningful career guidance programs were almost unheard of - graduates received little or no assistance with placement - research and innovation in vocational education were practically nonexistent - occupational programs designed to serve the special needs of the disadvantaged and handicapped were the exception - professional development programs, including pre- and inservice teacher education, student loans, and educational grants for advanced training were very limited.

The Vocational Education Act of 1963 not only established a new philosophy of vocational education, it provided the financial stimulus that resulted in the expansion of vocational education in California.

The 1973-74 Federal vocational education grant was over $42 million and approximately 1-1/2 million youth and adults were enrolled in vocational education programs. The program, while still focusing on labor market needs, has been broadened to include human needs. Vocational education, once separate from and operating almost outside the regular education system, is now moving toward the educational mainstream. With only minor exceptions, every California high school, community college, and adult school provides some vocational education training opportunities for its students. California has met the challenge of the 1963 Vocational Education Act and the congressional intent established by that Act:

> " * * * that persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

B. COMMENTS ON THE "MATTERS FOR CONSIDERATION BY CONGRESS"

In preparing this testimony on the General Accounting Office report, we have chosen to address primarily the ten major recommendations made to Congress in considering amendments to the Vocational Education Act. These ten recommendations, as contained in the digest of the report (commencing on page iv) under the title "Matters for Consideration by the Congress," are each repeated here and commented on separately.

1. --Setting a limit, as provided in other Federal education legislation, on the amount of Federal funds that can be retained at the State level so that more funds can be made available for direct services to program participants at the local level.

In our opinion, this recommendation could be counterproductive and should be rejected.

Federal audits and program reviews are welcomed as a device to assure appropriate authorities that funds are being properly applied. However, setting a limit on the funding for State level activities is an overly simple "solution" to a very complex problem. It does not take into account the different support functions performed by various states at the State level, nor does it allow proper credit for direct improvements to local programs made possible by the State level leadership activities. The presumption here seems to be that all funds used at a State level are indirect or administrative only. In a state the size of California, for example, such vital functions as curriculum planning, professional development, research, dissemination, evaluation, etc., are all statewide concerns that must be accomplished at a State level to be both effective and practical.

Assuring that a high percentage of the Federal funds are available for direct services to program participants at the local level is a worthy objective, providing, however, that adequate funds are available to continue the strong State leadership that has been developed in most states and in our opinion has been key to much of the growth in vocational education.

In California, the State does not operate vocational education training programs or vocational schools. The State does, however, provide supportive services to over 1000 high schools and 100 community colleges, as well as all the adult schools and some 62 regional occupational centers and programs that operate under the jurisdiction of local boards of education.

In our opinion, California has clearly demonstrated its commitment to vocational education.

Preliminary figures indicate that State and local funds in California during the current year will over-match the Federal funds approximately 9 to 1. Therefore, for every ten dollars invested in vocational education, nine are raised in California. While approximately 12% of the Federal funds are utilized for State level administration and support activities, this amounts to only about 2% of the total Federal, State, and local funds expended for vocational education programs that operate under the California State Plan for Vocational Education.

An example of California's commitment to vocational education is demonstrated by its support for regional occupational centers (ROC) and regional occupational programs (ROP). This relatively new (the first program was established in 1968) approach is only one component of California's total delivery system. However, during 1973-74 alone nearly 127 thousand students were served through this concept and approximately $42 million (an amount almost identical to the total Federal grant for that year) was funded from the State's General School Fund. This amount does not include approximately $30 million of local support generated for these programs through special property taxes established solely for vocational education.

2. --Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process.

We agree that a high priority should be placed on improving the planning process at the State, regional, and local levels.

California has made considerable progress in planning for vocational education during the past several years. All secondary and postsecondary districts are required to develop a district plan for vocational education as a condition of eligibility for the use of Federal funds. The district plan identifies the district's short term (one year) and long range (five year) plans for vocational education in the district.

Federal vocational education funds have been used since 1970 to fund five pilot vocational education area planning committees. These committees have clearly demonstrated the value of planning for vocational education on a regional or area basis. It is anticipated that within two years all secondary and postsecondary schools will be required to participate in vocational education planning on a regional basis.

Recent Federal legislation which now provides greater flexibility in the development of State Plans should give States the opportunity to develop State Plans that are more useful planning documents, particularly for the local educational agencies who can use their plans as vehicles to assure more effective use of State, local, and Federal funds.

3. --Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of Federal funds that can be used to maintain existing activities.

We concur with the basic intent of this recommendation. However, sound educational planning and budgeting by local educational agencies demand that adequate funds be allocated to maintain ongoing programs before considering expansion. The individual States should have the flexibility to determine the amount of funds to be utilized to maintain existing activities in order that the unique needs of each State can more realistically be addressed.

Inflation, increasing teacher salaries, high-cost facilities, equipment, and supplies all serve as constraints to the expansion of training programs. Allocating Federal funds to 365 high school districts and 69 community college districts on an individual competitive basis has proven unmanageable. Therefore, California allocates Part B funds to LEAs through an entitlement system. To assure greater impact of the Federal funds, it is anticipated that in 1975-76 for the first time, a maximum of 50% of a secondary district's entitlement funds will be allowed to maintain programs and services. The remaining 50% must be used for expansion, new equipment, or to address selected high priority objectives.

4. --Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped if the Congress believes these two groups should receive priority attention in the utilization of Federal funds. Two of the options available are:

a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50-50), thereby insuring State and local involvement in and commitment to these efforts.

b) Increasing the percentage of the set-asides for the special need categories.

We agree that a high priority should be placed on providing programs and services for the disadvantaged and handicapped; however, the most feasible approach to accomplish this objective is not completely clear. In our opinion, neither of the proposed options will assure the desired outcome.

Considerable difficulty has been experienced in fully serving the needs of disadvantaged and handicapped students. The definition of disadvantaged students as contained in the Vocational Education Act is unique to vocational education and has made the identification of eligible students extremely difficult. In California, criteria have now been developed to identify disadvantaged students on an individual basis.

The Department of Education is presently working with selected LEAs to demonstrate the feasibility of cooperative activities involving funds and services provided through compensatory education and vocational education funding, together with special State disadvantaged funds. Emphasis is being placed on planning for better use of funds through concentration, rather than diffusion, of effort and resources.

Too, the State Board of Education recently adopted a total California Master Plan for Special Education which was designed to provide quality educational programs and services for all the State's mentally and physically handicapped students, including those that can profit from vocational education. This master plan was developed by the Department of Education in cooperation with teachers, school administrators, parents, and children from throughout the State who worked together to identify the strengths and weaknesses of the existing special education programs; it is a culmination of many months of planning and effort and is the commencement of a sweeping new movement toward comprehensive planning for the educational needs of exceptional children.

Care should be exercised to avoid amendments to the Vocational Education Act that could limit the flexibility necessary for the various States to develop programs and services that meet their unique needs.

5. --Requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973 to insure that education and manpower efforts will be synchronized for students at all levels--secondary, postsecondary, and adult.

In our opinion, present legislation is adequate and does provide the opportunity to accomplish the objective of this recommendation.

The California Postsecondary Education Commission is designated as the 1202 Planning Commission. Commission staff are working closely with staff of the Department of Education, Board of Governors of the California Community Colleges, and the State Advisory Council on Vocational Education to develop State, area, and local planning mechanisms to assure comprehensive, articulated vocational education planning.

> 6. --Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary students to postsecondary facilities).

We strongly support the intent of this recommendation. We do not believe, however, that a special set-aside is required to accomplish the objective.

Work experience education is one of the fastest growing components of California's vocational delivery system.

- Presently more than 100,000 youth and adults are enrolled in work experience education programs that involve off-campus experiences in business and industry.
- In addition, "community classrooms," which are a relatively new approach to providing realistic training opportunities, are developing at a rapid rate. This new instructional approach takes the instructor and his students into the community for both the classroom and on-the-job phases of instruction.
- Landmark legislation was approved in California during the 1973 session which allows a public high school or community college to contract with a private postsecondary vocational school for vocational education. The students enrolled under such a contract generate apportionment from the State General School Fund.
- While the use of military facilities for the training of public high school and community college students is a relatively new approach in California, the application of it is expanding. A number of deactivated military facilities have been converted to area training centers.
- In California, provisions have existed for a number of years which allow high school students (not to exceed 15% of enrollment of grades 11 and 12) to attend community college classes.

> 7. --Establishing as a legislative policy that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

While we agree that additional facilities should be justified through a needs analysis and the consideration of alternatives, we do not believe that the use of Federal funds for construction should be overly restrictive.

The construction needs of each individual state will be different at various points in the development and expansion of its total delivery system for vocational education; overly restrictive use of funds geared for one state could place an unreasonable hardship on another.

During 1973-74 in California, less than 5% of the Federal vocational education funds were used for construction of training facilities. We feel, however, that the opportunity should exist for the various states to utilize funds to meet their most pressing needs.

> 8. --Requiring that Federal vocational funds directed to local education agencies for programs be used for those skill areas for which existing or anticipated job opportunities, whether local, regional, or national, can be demonstrated.

We concur with the basic intent of this recommendation.

Training that is realistic in light of present and anticipated labor market needs has long been a basic requisite of vocational education. However, over-specialization in very narrow job fields, especially at the secondary level, is not in the best interests of individuals.

In California high schools, we are moving more to common core skills and competencies in broad occupational families or job clusters that provide greater horizontal and vertical mobility for the individual.

At the postsecondary and adult levels, specialized training is more appropriate.

The absence of accurate, long range labor market projections has long been a contraint to realistic planning for vocational education. After more than five years of testing various labor market projection models, California has now adopted a system that is providing vocational educators and manpower planners sound labor market data. The labor market projection system is the key component in California's recently developed Manpower Management Information System (MMIS).

This MMIS is part of a research project to design, implement, and evaluate a comprehensive system which matches student enrollments in vocational education (manpower supply) data with manpower demand (occupational projections) data. The two major informational components of the system are the industry-occupational matrix and the educational resources inventory - and both are essential for meaningful educational and manpower program planning. One of the major thrusts of this project is to develop educational projection techniques that will enable the projection of enrollments and/or completions by program on a time line that is compatible with the industry-occupational matrix.

> 9. --Requiring that work experience be an integral part of part B programs to the extent feasible.

We strongly agree with this recommendation.

As mentioned previously (Item 6), work experience education is widely established and rapidly expanding in California. In some communities, however, labor laws, trade unions, and other constraints limit work experience education opportunities. Too, meaningful job stations are extremely limited in many rural areas. We are working closely with various agencies to assure that as many job experiences as are feasible are made available to all areas, regardless of size.

10. --Requiring that schools take resposibility for job placement assistance and followup in Federally supported voctional education programs.

We concur with this recommendation. Job placement assistance has not been a service traditionally provided by public schools for vocational education graduates; however, it should be provided.

Educational institutions should be responsible for assisting graduates to progress toward their career goal, whether the goal be additional education or entrance into the job market.

Vocational education Part C (Research) and Part D (Exemplary) funds are being utilized in California to test new techniques and procedures in the area of job placement. Through the use of vocational education research funds, the California State Department of Education has developed a student followup system based on sampling techniques. This procedure is proving to be less expensive, yet equally or somewhat more accurate than the system formerly used which attempted to follow up on all vocational graduates.

C. CONCLUDING COMMENTS

In conclusion, I would like to reemphasize that the purpose of proposed amendments should be to provide greater flexibility for individual states to address the unique training needs of the youth and adults in their state. By working cooperatively with LEAs, these should assure that programs are meeting the needs of as many individuals as is feasible. Working cooperatively, and by being in communication through a thoughtful and well-organized State Plan, sufficient information should be present to assure Federal personnel that funds are being spent effectively. Restrictive legislation could introduce regulations that unnecessarily limit flexibility.

Senator PELL. Thank you. Our next witness will be Mr. Byrl Shoemaker.

STATEMENT OF BYRL R. SHOEMAKER, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF OHIO

Mr. SHOEMAKER. Thank you, Senator.

Now I should introduce myself as Byrl Shoemaker, director of vocational education, of Ohio.

Senator Pell and members of the Committee on Education, I ask that my prepared statement be submitted for the record.

Senator PELL. It will be inserted in the record at the conclusion of your testimony.

Mr. SHOEMAKER. I think my greatest concern is that a program which grew out of Congress in the Vocational Education 1963 Act and 1968 amendments and which perhaps, in our State has provided the greatest change in education that we have seen is being unduly criticized. I think Congress has a right to be justly proud of improvement in vocational education. Today we are trying to answer sensibly, a negative report which I would ask Senator, for you to view critically in terms of the response of the U.S. Office of Education and in terms of elements from our statement.

I think the report, as written, is not an accurate report of the impact of the 1968 vocational education amendments on the program within the States and from one State's viewpoint, I will try to indicate the real issue.

I find no relationship to the development of the educational program and the four points from the GAO report.

One, they said to increase the State funding was one of the goals of the Federal act.

Looking at my State alone we went from $8.4 million in 1963 in the State and local funds to $213,704,000 this year. I do not care how you add it, sir, that shows a significant increase in State and local dollars for vocational education.

A second point, is that high priority should be given to persons with special needs.

One of the things we are learning is that it takes time to find out how social changes take place.

In 1963, a total of 302 youth-adults that we could identify as disadvantaged were enrolled in vocational education in Ohio. I am not proud of that. Over 80,000 youth and adults are enrolled this year.

In the last year—in 1974 that program served more in terms of disadvantaged youth and adults enrolled than were served anywhere in Ohio prior to the Vocational Education Act of 1963 and the amendments of 1968. In programs for the handicapped, we are learning more slowly because we are also having difficulties. Other agencies have special needs programs and we are working with this group to coordinate our efforts.

We are only serving 9,500 people in handicapped programs but in 1963 we had no direct identity with the handicapped student and no reported enrollments.

Again we have moved significantly with disadvantaged and handicapped and are pleased with what we have done, satisfied, no; but there was no indication of this kind of growth or service in the GAO report.

I have listed in my statement and will not read, a whole list of programs that were not there in 1963, but are there now because of the 1968 act amendments. One is an occupational work experience for young students that cannot fit into other programs. There are 14,000 enrolled.

They are being served with programs for dropout-prone 14- to 15-year-olds that were not available until the 1968 act was passed. Also 7,000 to 8,000 youths are being served in special education programs to keep them willing to participate in education. These are a whole series of programs growing out of VEA 1968 funding—none of which is reflected in the GAO report. Not a single element of the growth and change in our State is reported. We in Ohio feel good about the growth in service to the people. We see a State supporting strongly the program that grew out of the VEA 1968. When we read the GAO report and see it spread all over the Nation in this manner which is so negative, and to have it put in my Cincinnati paper that vocational education is not serving the people in new occupational areas, I object and say, "Please come out and see these programs since you say they are not there."

The impact of this kind of reporting I think is regrettable.

Relating to another area of the GAO report, the matter of programs serving people for emerging job opportunities.

We have moved from 90 different programs, or 90 different types of taxonomies in 1963 to 108 in 1974.

We have used the industrial matrix of the Department of Labor and can now show you everyone of the planning districts in the State of Ohio and identification of the number of people that would likely on a trend basis be needed over a period of time. We have local plans to try to project training programs toward that need.

Do you find that in the GAO report?

You find in some cases a negative report, but no place do you find a significant reporting of growth in development of services of this type. We have organized significant programs to relate to the industrial matrix. We have used it as far as the data that was available. In terms of just growth of people, in 1963, 138,000 people were served in the State of Ohio, and 505,000 were enrolled in 1974. This is growth of people. So, on any of the four factors that they said they were going to study, any or all of them are refuted. Change—significant change of growth in our State has been accomplished.

The GAO reports spent too much money on construction.

The dollars you gave us in 1963 and 1968—have assisted with construction of the area vocation centers.

These funds are not 100 percent, but on a 50–50 matching basis and in 1969, after the 1968 act, our State said, "We believe every boy and girl should have an adequate program of vocational education in the State of Ohio."

We now have approved area vocational education centers completed or under construction to provide an adequate program of vocational education to serve the youth and adults in all Ohio communities.

This is the result, of the Vocational Education 1963 Act and 1968 amendments. Yet the GAO said it has not been catalytic.

I do not know then, gentlemen, what catalytic means. If you could personally see this kind of development in a conservative State in which most of the money has been from the State and local, not Federal dollars, perhaps you would say Federal funds are catalytic.

In terms of the units of investment alone, [a 22-½-hour emphasis in vocational education per week for 36 weeks].

We have moved from about 1,000 units in 1963 to almost 7,000 units of vocational education in 1974.

I see a significant continuing growth.

Is that in that report? No, sir, it is not.

In terms of program balance, here is agricultural in 1965–66. This is agriculture in units of investment today.

Are we overemphasizing agriculture in terms of units of investments?

No, sir.

In consumer and home economics, identified by the blue, if you look at head counts you get a distortion of what is the investment in dollars.

Looking at our major industries which is a new thrust you said we should give our attention. Also in major cities we have increased significantly the percentage of the units, not only the number of units, but the percentage of units of vocational education funding. These charts identify a growth of services to people continuously relating to the thrust and goals that you have identified for us.

We have spent, for the State of Ohio, $434 million on construction. $74 million of that was from the Vocational Education 1963 and 1968 acts, but the 1963 and 1968 acts proved to the State of Ohio what investment meant to people. Therefore they have put up State and local dollars and in no case have we paid all the costs of the construction from State funds only. We have to vote on every local dollar expended for construction and it is not easy in your State and probably not in my State to get local bond issues passed.

We have put $97 million this year as State money into operation of vocational education programs.

The GAO in their report ignored the term maintenance of effort which is clearly in the act.

As they came in I had to read the law to them. They said they did a preliminary study.

You will find a copy of that preliminary study in the material that I gave you.

I don't think it was a study at all. I think it was a predetermination of what their report was going to say.

Read it and see what you think. Judge it for yourself.

I would ask you to read appendix B of my statement which was a former GAO report on Ohio. They went to three States in addition, and talked to employers and talked to advisory councils and from that came out with a response, "Yes, vocational programs in Ohio are related to the industry needs. Yes, they have considered plans and patterns to go in as they established their programs."

I would indicate as Mr. Barrett did we were promised an opportunity as in the preceding GAO report to review the written reports of our State.

I do not have one single written report from any reporting done in my State—not one single report.

Not one single word did any of the seven States receive in terms of an opportunity to respond to the GAO report.

If you want change, Mr. Chairman, Members of the Committee you will get it through leadership.

We have been fortunate in vocational education to have the benefit of the legislation which you allowed us to build leadership. In my State 4.9 percent of Part B monies are spent in the area of supervision and administration. And I think most of that is in services to the people locally.

Ninety-three percent of our moneys from Federal funds are for program support.

Now, you can cut that off if you wish to. If you wish me merely to pass through money as in title I, I can do it with a lot less people.

If you want leadership and change, which I think we are striving for and which I believe this report camouflaged, then it takes people and it takes leadership. I will tell you that State legislators do not provide for the education assistance, technical support, leadership and services as a whole in the State, nor will they provide for these things for vocational education.

It is not merely a tradeoff but due to the nature of the State legislature and the nature of the past funding pattern. If you want leadership, you can look at what title V has done for our various States, you have to plan by objectives, and talking about planning in my material, there is a plan to objectively look ahead 5 years.

I have more plans than I have money. Our limitation in Ohio has nothing to do with planning. You will read and find objectives of service to people for what we have projected 7 years from now.

Our State advisory council and State legislative committees are agreed that we should bring together local planning districts over the State, plans that relate to these same 12 objectives.

They may not always agree, but at least we know where our differences are and how to work.

Mr. Chairman, forgive me for being so upset but when you work so hard, and have seen so much change, and when you feel that vocational education has achieved a commendable level of acceptance, and when you see a Governor essentially base his efforts on something he sees as good, and not just on a token being accepted then you feel pride in your programs. I believe that what you did in 1963 and 1968 deserves the direct credit and not criticism from a report which I would say ought to be examined very critically.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Shoemaker and selected information supplied for the record follow:]

March 3, 1975

TESTIMONY FOR EDUCATION COMMITTEE

of

THE SENATE

Byrl R. Shoemaker

Director of Vocational Education, Ohio

Subject: Report of the Comptroller General of the U.S., "What is the Role of Federal Assistance for Vocational Education?"

Senator Pell and members of the Committee on Education, I am Byrl R. Shoemaker, Director of Vocational Education, State Department of Education, Ohio. I am pleased to have the opportunity to appear before this committee to provide information concerning the report by the Comptroller General of the United States entitled, "What is the Role of Federal Assistance for Vocational Education?" It is my opinion that: procedures followed in the preparation of the report were questionable and not in keeping with procedures followed in a previous G.A.O. study which was conducted in Ohio; it is possible a preliminary bias existed on the part of the person or persons directing the study at the national level; a series of minor truths from selected states were used as a basis for inaccurate findings, often negated within the material explaining the finding; and that the unusual amount of negative publicity throughout the nation based upon the initial draft of the report raises a question about the integrity of those responsible for the draft and the source of the news articles at the national level.

While I speak only for Ohio in relationship to the study, it appears that similar concerns for both procedure and content have been expressed by all states involved. Questions about the report, vehement denials concerning the findings, and opposition to many of the recommendations must be based upon more than oratory. I have therefore prepared an analysis relating to the overall report, the findings and the recommendations in relationship to facts about the vocational program and the procedures followed in the G.A.O. study in Ohio. Those of us working in vocational education do not claim the vocational programs under public education are perfect. We do, however, believe they represent the most productive federal, state and local team effort concerned with educational services for youth and adults and the most responsive to national goals in terms of real long-range changes.

Discussions with representatives of G.A.O. at the time of the completion of the study in Ohio indicated that our state would have an opportunity to review the written report on Ohio and to respond in writing to the report. This procedure was not followed. An analysis of the Comptroller General's Report in relationship to both procedures and content follows.

A. Overview

The Comptroller General's Report to Congress identifies on page ii the role of Federal funds under Vocational Education Amendments of 1968 as follows:

"These funds were intended to encourage state and local governments to:

.....increase their funding
.....accord high priority to persons with special needs
.....provide programs geared to ~~persons with special needs~~ real and emerging job opportunities.
.....increase the number of participants."

This statement of purpose for Federal funds under VEA '68 ignored the clear statement in the law that such funds could also be used to "maintain" vocational programs that had proven successful.

The following information shows in very brief form that Ohio has used VEA '68 monies creatively and effectively for the purposes identified above in the Comptroller General's report:

.....increase their funding

Funding Expended Year	Total	Federal	State/Local
1963	$ 10,705,378	$ 2,305,276	$ 8,400,102
1968	49,902,737	12,603,964	37,298,773
1974*	247,601,578	33,896,775	213,704,803

*Preliminary figures included $85,814,928 investments for construction and equipment from state, local and federal funds.

.....accord high priority to persons with special needs

	1963	1968	1974
Total Disadvantaged	302*	13,118*	80,247
Youth	---	---	62,006
Adults	---	---	18,241
Total Handicapped	---	---	9,519
Youth	---	---	8,095
Adults	---	---	1,424

*Not separated into youth and adult enrollments

New programs established for persons with special needs

Disadvantaged Population:
For Youth

Agriculture Work Experience - in related agriculture occupations
Clerical Services - in office work for disadvantaged persons
Occupational Work Adjustment - for identified potential dropouts age 14-15
General Merchandising - for Inner City youth in marketing
Occupational Work Experience - co-op program for school disoriented youth
In FY 74, 54 districts provided special programs for disadvantaged youth who had language, reading, computational, or other educational deficiencies, and were also socio-economically, or culturally disadvantaged
Impact - for 7-ith grade inner-city disadvantaged girls in homemaking
Teen Mothers - for pregnant teen-agers in the disadvantaged sectors
Crisis Girls Intervention Program - potential delinquent girls in homemaking
Occupational Work Lab - serious school disoriented youth in-school program

For Adults:
FFA Camp Program - disadvantaged adults and youth on environment
Infant Stimulation Program - for parents of disadvantaged pre-school children
Home Day Care Mothers - to prepare for child care in day care centers
Corrections Programs - in cooperation with institutions in developing and operating vocational programs
Various full-time programs for adults who are disadvantaged in the construction trades, office occupations, machine shop, welding

Handicapped Population:

In FY 1974 4,473 handicapped persons, 329 with multiple handicaps as EMR, deaf, speech impairment, visual, emotional, crippled, learning disabled, or other health handicaps were specially served in 26 Ohio districts - work assessment, sheltered work experience, job training, attitude adjustment, individual and social adjustment, computational adjustments, as well as adjustment programs to enable enrollment in regular programs

Building maintenance and custodial training programs
Upholstering program

Office Skill Program for Blind - at State Blind School
At the Ohio School for the Deaf, vocational programs were developed in business and office skill practices, printing practices, and automotive body and fender repair
A power sewing program was developed for educable mentally retarded youth
Penta Skill Center for Educable Mentally Retarded, serving parts of four counties
Jefferson Skill Center for Educable Mentally Retarded serving Toledo, Ohio
At the Penta County Joint Vocational School a pre-vocational program for handicapped students
In Fulton County a work evaluation and work assessment program for handicapped youth was established
At Willoughby-Eastlake a handicapped program was developed to provide individualized assistance toward work skills in five occupational areas
Adult education programs have been developed at Columbus Technical Institute for blind and deaf students
At Greene County Joint Vocational School a cooperative program between Special Education and Vocational Education was developed in five areas for EMR students
Work assessment and work evaluation programs established in fifteen vocational planning districts
Toledo, Akron, Cleveland, Columbus and Dayton have developed programs to provide work evaluation, work assessment and a variety of occupational skill areas for entry participation
In Trumbull County an allied hospital training program has been initiated for EMR students
At the Appleseed Trail Joint Vocational School the project NOW (New Opportunities for Work) implemented a variety of occupational programs for Educable Mentally Retarded students
Additional cooperative efforts have been developed with the Division of Special Education at the Mahoning Co. Joint Vocational School and Eastland Joint Vocational School.

.....provide programs geared to real and emerging job opportunities:

	1963	1968	1973
No. of Different Programs Offered	90	156	188

A State Plan has been developed based on quantified objectives and providing an adequate program in all sections of the state.

Local plans have been developed by each vocational education planning district, utilizing the labor market data from the Industry Occupation Matrix developed by the Department of Labor.

PLACEMENT FY 73

	Total	%	Secondary	%	Postsecondary	%	Adult	%
Completed Program	43,446	100.0	39,825	100.0	3,083	100.0	538	100.0
Available for Placement	31,792	73.2	29,230	73.4	2,066	67.0	496	92.2
Not available for placement	8,824	20.3	8,112	20.4	703	22.8	9	1.7
Status Unknown	2,830	6.5	2,483	6.2	314	10.2	33	6.1
Not Available for Placement	8,824	100.0	8,112	100.0	703	100.0	9	100.0
Continued Full-time School	4,113	46.6	3,767	46.4	341	48.5	5	55.5
Other Reasons	4,711	53.4	4,345	53.6	362	43.2	4	44.5
Available for Placement	31,792	100.0	29,230	100.0	2,066	100.0	496	100.0
Employed in Field Trained or Related	23,925	75.2	21,886	74.9	1,678	81.2	361	72.8
Other Employment	6,216	19.6	5,789	19.8	343	16.6	84	16.9
Unemployed	1,651	5.2	1,555	5.3	45	2.2	51	10.3

.....increase the number of participants

	1963	1968	1974
Increased Number of Participants			
Total	138,253	262,583	505,314
Youths	47,542	104,941	259,673
Adults	90,711	157,642	245,641

A thorough review of the Comptroller General's report based upon studies of vocational education programs in eight states leads me to the belief that the final report could not have been prepared by the persons who made the study. The two gentlemen who made the study of vocational education in Ohio, Daniel J. Hauser and Ivan J. Ketterman, came into our state totally unfamiliar with the field of vocational education, but made every effort to become familiar with the program and to look intently and fairly at program operations. The direction of the study, however, at the outset seemed to lack definition and the final decisions seemed to direct the study towards technically oriented fiscal areas rather than broader program developments and changes. While this was to be a program audit and not a fiscal audit, the plan for the audit tended to ignore the growth of services to people.

While I find it difficult to relate the GAO audit study in Ohio to the final report, I do find a correlary in concept between the report which is the subject of this analysis and a draft of a Comptroller General's report to Congress entitled "Review of Implementation of Vocational Education" which evidently had been prepared and was in print at the time the team initially made a visit to the state of Ohio. The draft of a Comptroller General's report to Congress prepared prior to the initial visit to Ohio included this statement of findings and conclusions: "Federal support for vocational education is not serving the catalytic role envisioned by Congress. For the most part, federal funds do not achieve congressionally-intended redirection of state and local effort." A copy of this report, prepared before the visitations to the eight states included in the GAO audit is enclosed as "Exhibit A."

A report prepared as a part of a previous 1971-72 GAO study of vocational education programs in the state of Ohio, entitled "Summary on the Coordination of Vocational Education in Ohio to National and Local Job Opportunities" opened with this statement: "The Ohio Division of Vocational Education (ODVE) has established procedures for coordinating new vocational courses in Ohio to industry needs. The local school districts have followed these procedures and as a result, a majority of industry representatives interviewed believe the Ohio program is providing training which is related to industry needs. The instruction is also varied to meet the interests and abilities of Ohio students." The report goes on to point out that many students still are not being reached because of (1) lack of resources, (2) lack of guidance and direction at an early age, (3) lack of knowledge of basic mathematics and English. None of these three relate to any fault in the vocational education program.

A copy of the summary report prepared by a previous GAO study team as a part of their study in Ohio is included as "Exhibit B." It is impossible to read this report prepared by the GAO study team in Ohio and to accept the report, "What is the Role of Federal Assistance for Vocational Education?" prepared by a person or persons above those who completed the study. The direction and intent of the study, as well as the attitude of those directing the study, becomes suspect when one reviews the draft of the report prepared before the state study was made. It appears that the GAO state study investigators were instructed that positive reports concerning the Ohio program would not be acceptable, that something had to be wrong, and they were to find it.

Any study of the vocational program in Ohio would indicate that an increasing amount of state and local resources are being directed towards reaching a greater number of youth and adults. Further review would indicate that Ohio has initiated a career development program which at the present time provides education towards career choice on a program basis to approximately 10 percent of the youth in Grades K-10. Procedures, practices and school district attitudes are such that the career development program could be extended to all districts if monies would be made available to cover the extra costs of such a program.

I have always had a great respect for the GAO, and still retain a great respect for the people conducting the studies within the states. I must, however, question the intent and quality of the studies made by GAO on vocational education in the light of the two GAO studies conducted in the last several years on vocational education.

The initial draft of the report which is the subject of this analysis made reference to a 1972 report by GAO on vocational education and gave a negative summary of that report. Ohio was also one of the four states included in the preceding report, and I find it difficult to correlate the negative analysis with the summaries of the evaluation of Ohio prepared by the GAO auditors who visited and made the analysis of our state. Exhibits "C" and "D" are copies of the summary reports made during the earlier GAO study by the GAO auditors visiting Ohio.

Those of us working in vocational education in the states have a difficult time understanding the very negative posture of a number of reports relating to vocational education at the national level. Such reports as "Work in America" generated at the direction of HEW make use of selected studies to arrive at a negative position on vocational education and people who made the studies have repeatedly indicated the studies were misquoted and mis-used.

Such reports and position papers, such as the one entitled "Career Education: Toward A Third Environment," generated at the top of Health, Education, and Welfare, and totally denigrating both vocational education and essentially the total public education program in the nation, do not correlate with the facts presented by the program success in the states. Using Ohio as an example, since the passage of the Vocational Education Amendments of 1963, Ohio has invested a total of $434 million in the construction and equipment of vocational education facilities to serve the youth and adults of the state. Of this amount $74,082,943.50 was federal funds under authority of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. The remainder were state and local funds. In no case were state or federal funds allocated to a district or area center until the local people had voted the matching monies for their share of the costs of building, equipment and operation.

In addition to construction funds, the state of Ohio will invest during 1975 approximately $97 million state funds for the operation of vocational education programs. In addition the local districts or area vocational centers will also invest additional operating funds.

The state of Ohio is a conservative state. It has one [illegible] lowest property tax rates of any of the industrialized states in the [illegible] both the state legislators and local taxpayers have seen vocat[illegible] as a sound investment, not in terms of theory, but in terms of [illegible] Statements which indicate that the Vocational Education Act of 19[illegible] Vocational Education Amendments of 1968 have not had a catalytic ef[illegible] programs in the state are not only a mis-statement of fact, but also border on criminal negligence on the part of anyone who makes them.

The developments in Ohio speak for themselves. In 1963 Ohio had approximately 1,000 units of vocational education at the high school level---a unit being a group of students meeting for 22-1/2 hours per week in a vocational program. During fiscal year 1975 Ohio has 6,946 units of vocational education operating. In 1963 Ohio was serving 97,000 adults. During the 1974 fiscal year 252,000 adults were served through vocational education. Additional facts could be added relative to the growth of services to the disadvantaged, the handicapped, inner-city families and other significant changes in the vocational education program. Such growth and change in vocational education are undeniably in keeping with the broad goals established by and a direct result of the catalytic action of the funds made available under the Vocational Education Acts.

I believe that Congress should give serious consideration to the reason for the negative reports which are not congruent with the data generated by factual studies. Congress has in its hands summary reports prepared at the direction of the Education Subcommittee of the House of Representatives from each of the states written on the basis of the goals established in these Acts. I can conjecture regarding the direction of the efforts at the national level to discredit vocational education, but I find it hard to believe that such conjectures could happen in this nation.

Investments in vocational education have been supported by Congress and have proven to be one of the few major success stories of the federal-state-local relationship. Continued growth in enrollments in vocational education programs in Ohio are the best evidence that the reports generated at the national level regarding the ineffectiveness of the federal-state-local relationship in vocational education are false.

B. Review of the section of the Comptroller General's Report to Congress entitled "Matters for Consideration by the Congress" - Page iv

As indicated by the overall summary identified in A. of this analysis, and the review of the individual findings in Section C, it is believed that the report was written in a negative fashion, based upon attitudes and a limited gossip-like approach and could just as easily have been reported as a strong encouragement for vocational education. There is no question but what there is a continuing need for improvement in vocational education programs throughout the nation. There is also, however, no question but what there have been massive changes and revolutionary growth and development in vocational programs, since the passage of the Vocational Education Acts of 1963. Any review of the statistical and factual data involving the quantity of the persons served, the scope of the programs offered and the success of graduates will point to outstanding successes of the federal-state-local relationships in vocational education. The president of the State Board of Education in Ohio, who is certainly no vocational educator, made the statement, "The growth and development of vocational education in the state of Ohio is a Horatio Alger story that has not adequately been told." Progress towards the goal in the state of Ohio of providing an adequate program for youth and adults within our state is indicated on the map enclosed as "Exhibit E."

The following is a review of the section of the report entitled "Matters for Consideration by Congress." The recommendations were prefixed by the statement, "This report calls attention to specific areas of administration and operation of the Vocational Education Act that can be strengthened at the Federal, State, and local levels to help insure that vocational programs achieve maximum impact. It suggests that the Congress consider amending the act by:"

1. Setting a limit, as provided in other Federal education legislation, on the amount of Federal funds that can be retained at the State level so that more funds can be made available for direct services to program participants at the local level.

Response: The states are already significantly overmatching the federal funds made available under the Vocational Education Amendments of 1968. They have indicated their commitment to the growth and development of vocational education through such investments. In the state of Ohio $97,000,000 will be invested this year of state funds in the operation of the vocational programs.

The adoption of this recommendation by Congress would be the most deadening action that could be taken in terms of the further growth and development of vocational education. The catalytic effect of both the federal vocational regulations and federal funds allocated to the states is dependent upon the maintenance of strong state and federal leadership. Within the state of Ohio 93.4% of the salaries of state administration and supervision is only 6.7% of the total Part B budget of $20,921,022.00. In addition, the state of Ohio provides for the facilities, heat and light, without any charge made to federal funds.

This recommendation should be rejected because it would be counter-productive and the states have shown their willingness to invest in vocational education.

2. Requiring States to use a portion of whatever Federal funds are retained at the State level to improve the planning process (see chapter 3).

Response: Ohio has a statewide plan for vocational education based on a law requiring all districts to provide an adequate program of vocational education for all youth in all parts of Ohio. This law was stimulated by the Vocational Education Amendments of 1968 Federal Law. Quantified goals for a total vocational education program have been established.

As of this date 94 percent of all high school youth in Ohio have an adequate program available or under construction. 86.7 percent of all districts have cooperated to provide such programs. All large cities are covered. The State Board of Education has set a deadline of September, 1975 for all districts to provide programs to meet the standards.

Each of the local vocational education planning districts have completed a plan based upon the relationship of the statewide goals to their district on a one-year and four-year basis. Department of Labor trend data for occupations was adapted to Ohio first and then to each local vocational education planning district.

What department of government has planned as carefully?

3. Requiring that Federal funds be used primarily to develop and improve programs and extend vocational opportunities by limiting the amount of federal funds that can be used to maintain existing activities.

Response: The history of federal programs which invest and run should have exhibited to the federal level the fact that such a process discourages continuity of program services at the local level. Within Ohio ongoing vocational programs at the high school level are funded entirely from state funds, but most of the adult vocational programs are assisted with federal funds. The concepts, policies and legislation in each of the states vary, and any continuity of program must include some concept of maintenance of federal investments in programs meeting the goal of legislation if we are to do anything but chase new fiscal rabbits each year. It is obvious that the expanded funds under the Vocational Education Acts of 1968 have had a catalytic effect, have expanded the scope of vocational education, and have provided programs for youth and adults with special needs. This recommendation would force a decline in many of the fine developments under the Vocational Education Acts.

4. Adopting one or several options with regard to providing programs and services for the disadvantaged and handicapped, if the Congress believes these two groups should receive priority attention in the utilization of Federal funds. Two of these options are:

   a) Requiring States to match Federal set-asides for disadvantaged and handicapped at the same level they are required to match regular part B funds (50-50), thereby insuring State and local involvement in and commitment to these efforts.

Response: Again, such a pattern would be counter-productive in that it would delimit the catalytic effect that can be achieved by a high ratio of federal investments in new types of vocational programs to serve youth and adults with special needs. When the normal program services are significantly overmatched, an investment of a high percent of federal funds into risk programs is one of the greatest opportunities for the catalytic effect of federal funds for vocational education. With Ohio as an example, we have learned over a period of years to serve more effectively the disadvantaged youth and adults and Ohio is now investing over $14 million of state and local dollars in comparison with over $3 million of federal vocational funds in programs for such youth. We are still learning, on the other hand, how to better serve the handicapped youth and adults of our state and the investments for the handicapped are in the neighborhood of $2.5 million of federal funds to $657,561.00 of state and local funds.

This recommendation would not further the goal of the expansion of services to those with the greatest need, nor would it further the concept of the catalytic effect of vocational education funding.

b.) Increasing the percentage of the set-asides for the special need categories

Response: The present set-asides insure attention to the problems of the disadvantaged and handicapped and in many states, such as Ohio, vocational training program services for such students at the high school level are covered by state funds. The federal funds are used for supplementary services and the development of new types of programs.

Additional funds from Part B VEA 68 may be used if needed for disadvantaged and handicapped, but an increase in such percentages would decrease the flexibility of the use of funds.

5. Requiring the Secretaries of HEW and the Department of Labor to establish a process for planning which would relate vocational education to the State Postsecondary Commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act of 1973 to insure that education and manpower efforts will be synchronized for students at all levels--secondary, postsecondary and adult.

Response: The 1202 Planning Commission authorized by the Educational Amendments of 1972 has not been implemented in terms of the regulations included in that Act. Within Ohio a 1202 Commission has been approved by the U.S. Office of Education which is simply the State Board of Higher Education. The State Board of Higher Education is not augmented by any other persons, and its interest and concern is strictly in the area of higher education programs. I have served with the Advisory Committee to that 1202 Commission as a substitute for Dr. Martin Essex, our State Superintendent of Public Instruction. The Advisory Committee has met three times. There is, however, no indication that any broad planning will take place concerning the total educational program in the state of Ohio, much less the vocational education efforts within the state. There does not seem to be any hope that the 1202 Commission as a temporarily funded unit without adequate staffing and without official position within a state can serve significantly in the type of planning role envisioned by this recommendation.

Likewise, under the Comprehensive Employment and Training Act of 1973, I serve on both the State Prime Sponsor's Council and the Balance of State Council. These councils are used for advice and counsel and for recommendations on limited policies regarding the allocation of funding, rather than for broad planning. It does not seem feasible that such agencies will become adequate planning units, with authority in the states rather than voluntary type of limited funded agencies.

6. Establishing a set-aside requirement for cooperative arrangements to expand vocational offerings and strengthen programs through use of other public training facilities or nonpublic training resources (e.g. movement of secondary facilities.)

Response: Ohio is using facilities of industry and business for the training of over 45,000 youth in cooperative education programs. The facilities of industry and business also are used for many supplementary vocational programs for adults. The major armed service installation in Ohio, Wright-Patternson AFB, works cooperatively with the Dayton Public Schools to provide cooperative employment, work experience and exploration opportunities for the youth in the Dayton Public Schools. There are no significant facilities for training resources in the state of Ohio that are unused where such resources will be made available to the public schools for their use.

Several of our area vocational education centers have taken over abandoned armed services facilities and converted those facilities to use for vocational education. This recommendation ignores the broad needs of vocational education for additional facilities and points towards a very limited program source in terms of the training facilities for the armed services in the state of Ohio.

On the other hand, we have made information available to the Department of Defense, that our area vocational education facilities which are used on a very limited basis over the week ends could possibly be considered for the training of "weekend warriros" at a very reasonable cost to the nation. The real question is whether the armed services need to establish training facilities which stand idle for a significant period of time, or whether more effective use be made by the armed services of the facilities for vocational education in the nation.

The same facilities are being used in Ohio for secondary and adult vocational programs. The post-high school technical facilities in Ohio have limited resources for vocational training of youth or adults, except for upgrading training for adults and we have encouraged such program services.

7. Establishing a legislative policy that Federal funds will not be used for construction except in instances in which there is adequate justification that additional facilities are needed after thorough consideration of alternatives.

Response: The needs for construction between the various states will be different at different points in the developmental pattern of the state. Given the direction to provide vocational education for all youth and adults in all parts of each state, the need for construction, a significant amount of construction is inevitable. Under our planning in Ohio, we would anticipate the completion of our construction program by FY 1978. Given the fact that most of the construction and equipment funds expended in Ohio to date have been state and local dollars, but also given the fact that the federal funds for construction have stimulated the much larger amount of state and local dollars, it is believed that there has been adequate justification for every federal, state and local dollar spent on construction. Profit-making schools are generally located in major cities where broad public vocational facilities can be justified.

Volunteer facilities from armed services, industry and business are valuable wherever the sources can be of assistance to and supplement plans of a state for meeting the needs of youth and adults. Such voluntary facilities, however, are supplementary and not basic to meeting broad needs of many states throughout the nation. Alternatives have been considered and economy has been practiced. Vocational construction costs have been maintained at less than $25.00 per sq. feet.

8. Requiring that Federal vocational funds directed to local education agencies for programs be used for those skill areas for which existing or anticipated job opportunities, whether local, regional or national, can be demonstrated

Response: This is a very worthy goal and to the best of my knowledge this is the goal accepted by every LEA and the State Department of Education within every state in the nation. The Division of Vocational Education in the State Department of Ohio is now in the unique position of being criticized strongly by superintendents of certain local districts in the state for refusing to approve construction for programs which do not match the labor market demand data generated by our state and local planning projects. Ohio has had a very well organized plan, utilizing the best data available from the Department of Labor. (See answer on 2).

9. Requiring that work experience be an integral part of part B programs to the extent feasible.

Response: With 45,641 youth in the state of Ohio involved in cooperative programs in which the youth spend one-half day in school and one-half day in industry or business, it is obvious that work experience is an integral part of vocational education in Ohio to the extent feasible. Information included in the analysis of the findings of the GAO report point up the restrictions and limitations of such cooperative work experience programs. Russia, under Kruschev, found that the concept of work experience for all was not feasible, since such work experience would tend to become "make work" and certainly not related to vocational training. Present policies in the law are adequate. Work experience is a useful program in vocational education,but it cannot be the major delivery system.

10. Requiring that schools take responsibility for job placement assistance and followup in Federally supported vocational education programs.

Response: This is an area in which there is general acceptance in terms of responsibility, but a significant need for improvement in techniques and practices. Improved funding is needed if we are to initiate a job development and job placement program which involves both the teachers and specialists in a continuous program. The placement report for Ohio for FY 1973 is as follows:

	Total		Secondary		Postsecondary		Adult	
		%		%		%		%
Completed Program	43,446	100.0	39,825	100.0	3,083	100.0	538	100.0
Available for Placement	31,792	73.2	29,230	73.4	2,066	67.0	496	92.2
Not available for Placement	8,824	20.3	8,112	20.4	703	72.8	9	1.7
Status Unknown	2,830	6.5	2,483	6.2	314	10.2	33	6.1
Not Available for Placement	8,824	100.0	8,112	100.0	703	100.0	0	100.0
Continued full-time school	4,113	46.6	3,767	46.4	341	48.5	5	55.5
Other reasons	4,711	53.4	4,345	53.6	362	43.2	4	44.5
Available for Placement	31,792	100.0	29,230	100.0	2,066	100.0	496	100.0
Employed in Field Trained or Related	23,925	75.2	21,886	74.9	1,678	81.2	361	72.8
Other Employment	6,216	19.6	5,789	19.8	343	16.6	84	16.9
Unemployed	1,651	5.2	1,555	5.3	45	2.2	51	10.3

Public vocational education has a better placement record and pattern of responsibility than any other public supported educational effort.

11. Reducing the impact of several barriers which inhibit persons from participating in vocational education.

Part a. - considering amendment of the general provisions of the Higher Education Act of 1965 (20 USC 1088) specifically the provisions relating to the definitions of eligibility for particular student assistance programs, where the students without a high school diploma or equivalent can take advantage of federal grant loan programs for postsecondary schools by allowing designated school officials to certify students as eligible on the basis that they could reasonably be expected to complete the courses satisfactorily.

Response: There would be full support for this type of an amendment from those working in vocational education throughout the states. Such an amendment, however, would still not require postsecondary institutions to enroll such students.

Part b. - removing restructions which result in vocational education opportunities being limited to those in or above the ninth grade. Not all handicapped youth, for example, can reach the secondary level, yet need vocational services and training.

Response: This recommendation is based on the false concept that enrollment in vocational education programs is dependent on the achievement of a certain grade level. Age and maturity level, not grade level, are the basis for enrollment in a vocational education program. A young person age 16 in the 6th or 7th grade would be eligible to enroll in vocational education programs. Work adjustment or work experience career exploration programs are provided for 14- and 15-year old youth at any grade level. No action would be required, therefore, concerning this recommendation.

C. Analysis of the Report

It is suggested that a significant number of the findings and conclusions included in the report to Congress on "What is the Role of Federal Assistance for Vocational Education?" are inaccurate in relationship to the majority of the programs in the nation. If a number of findings and conclusions are found to be inaccurate or to be accurate in only a limited number of cases, the recommendations and matters for consideration by the Congress will also be questionable. A reference was made above to the report prepared by the GAO auditors in Ohio which did not correlate with the findings in the Comptroller's draft report. A brief report follows on each of the findings in the body of the draft report with reference to the Ohio program.

CHAPTER 2

Finding - VEA Funds do not necessarily play catalytic role

Response: As indicated in the review, this finding is factually untrue for Ohio and for the nation, in terms of both progress to date and trends for the future.

Examples - (1) No state funds were available for construction of vocational education facilities in the state of Ohio till federal funds, matched with local funds, proved the value of such investments. Since 1965 $149,489,864.10 of state funds and $199,143,889.71 of local funds have been invested in construction and equipment.

(2) State investment in operation, exclusive of local district investment, was approximately $7,102,376 in FY 1963, vs. $97 million in FY 1975.

(3) The statistics gathered by the U. S. Office of Education indicate clearly the growth of services to both youth and adults in terms of numbers of persons served, services to disadvantaged and handicapped, services to major cities and services to inner city sections of those major cities.

(4) Reports also indicate the growth of new programs of a type to serve the less able students.

The finding is not accurate in terms of the state of Ohio or for the nation.

Finding II - Large amounts of federal funds retained at State level

Response: The federal administrative and supervisory costs for the state of Ohio are 4.7% of the total Federal Part B budget of $20,921,022.00. It is true that the majority of the funding in state administration and supervision is from federal funds, in terms of salary costs of 93.4% federal, 6.6% state. The state, however, provides without charge office space, heat and light. 25,216 square feet of building space and utilities are provided for vocational education without any federal payment. At $5.00 per square foot, this state investment totals $126,080.00.

Finding III - Proportion of Federal funds expended for administrative type of activities has been increasing.

Response: The statement of finding talks about estimates without knowing the amount of funds that are expended for teacher education under the heading "ancillary funds." Within the state of Ohio teacher education is 44.36 percent of the ancillary funds.

In addition, the added leadership and program development activities required by the increased emphasis upon disadvantaged and handicapped groups and other special categories have obviously required more state leadership.

The statement of finding is unworthy of any unit which purports to be an auditing unit. Increased responsibilities for change brings increased leadership costs. Change will not take place without adequate state leadership.

Finding IV - Ratio of State and local support to Federal part B support.

Response: This is an interesting finding, since the Vocational Education Act is the only state-federal-local relationship in which the state and local investments continuously go beyond the required matching established in the Act. The state and local investment in Ohio in relationship to the federal Vocational Act investments are as follows:

	% Federal	% State and Local
1963	21.5	78.5
1970	14.9	85.1
1973	15.8	84.2

There are variations in the ratios of amount of state and local funds to federal funds based upon annual investments in the construction and equipping of vocational facilities.

The GAO report makes a negative statement on the most positive federal-state-local cooperative report on record. Since 1918 state and local support has leveled off at about 4 state and local to 1 federal. It has increased up to that level each time Federal funds have increased.

Finding V - Increased funding has not necessarily resulted in increased enrollment.

Response: Within Ohio, as new types of programs have been developed at the high school level through the project approval method, using special needs funds, the vocational training programs have been changed entirely to state funds under the vocational unit approach. Vocational units at the high school level are funded entirely from state funds for programs meeting the standards established for vocational education under our State Plan. The fiscal report for FY 1973 (the last report of record) indicates the state and local funds for programs for the disadvantaged totalled $14,210,462.00, while federal Part B monies for disadvantaged programming totalled

$3,214,794.00. On the other hand, we have not yet learned how to effectively establish an adequate number of programs for the handicapped and the state and local investment for handicapped programs was $657,561.00, compared to a federal Part B investment of $2,486,507.00. While we are not proud of the investment plan on the handicapped, the pattern of investment is well within the matching requirements and continuing efforts are made to learn better to serve this group of youth and adults.

The facts in the report do not support the findings as indicated in the statement at the end of paragraph 2, page 15.

The report itself indicates only 14 of the states in 1973 did not meet the minimum percentages for disadvantaged and handicapped and indicates that even those might use the funds for that purpose in another year.

Finding VI - Increased funding has not necessarily resulted in increased enrollment.

Response: This report is grossly inaccurate. This comparison fails to take into consideration the amount of investment that has been necessary in the area of construction and equipment. In addition, vocational education programs in the states have been called upon to reach disadvantaged and handicapped persons and persons in areas with high unemployment. Investments in this type of person are cost effective in the long run, but require a greater investment than programs for the average person, both in the development of programs to serve them and the operation of those programs once they have been developed. Increased costs of education as a whole, including vocational education, have reflected not only the inflationary costs due to the decline in the value of the dollar, but also to real increases in the economic levels of those participating in the field of education. The report admits that no comprehensive analysis was made relative to the above listed factors, but they make the accusation. Is this honest or even responsible?

Finding VII - OE Monitoring has been Inadequate

Response: A review of the professionals employed for vocational education services in the U.S. Office of Education has shown a continual decline in the number of professional persons and clerical persons available to provide services for vocational education at the national level. It is impossible for the Vocational Education Bureau in the U.S. Office of Education to provide leadership for the vocational education in this nation with such a limited staff. The problem is further compounded by maintenance of nine regional offices, each with a limited staff.

Again, there is not one pattern for the nation, but an adequate U.S. Office of Education staff could identify principles of successful programs and give leadership to the application of such principles in states that are lagging.

CHAPTER 3, HOW IS VOCATIONAL EDUCATION PLANNED?

Finding I. State and local plans reflect compliance, rather than planning.

Response: This finding seems to be based upon a hodge-podge of individual discussions without a review of the individual state plans. The state plan document has forced us to plan in terms of a system of management by objectives for a period of at least five years ahead. A copy of Table III of the 1975 Ohio Plan, which provides for annual long-range planning and budgeting, is included as "Exhibit F " It is impossible to review this section of the plan and not determine that the state plan procedure has focused the attention of the states upon a sound approach to management by objectives. The annual descriptive report required by the U.S. Office of Education also requires that we report our achievements in relationship with our plans.

With our state planning procedures reasonably developed, all local educational gencies in Ohio developed local plans during FY 1974. Data was provided each planning district on occupational trends for that district. Such local plans included projections of the goals and objectives established at the state level. Copies of these local plans are on file available for review.

Finding II: Systematic ongoing assessment of needs does not take place.

Response: Both the state and local educational agencies have taken the advantage of every available resource for systematic assessment of needs. While the source of data for such assessments at the state and national level have been limited, the best data available have been used. The greatest source for a needs assessment has been surveys conducted locally to dtermine needs for vocational education.

It is significant that after several years of operation those responsible for the "Manpower" programs at the national level finally reported that the cutting-edge occupations which had been so widely publicized as the direction for the manpower programs simply did not have the numbers employed to provide significant opportunities for work. Experiences in manpower programs have proven that the broad number of jobs are in the bread-and-butter occupations which had been available for many years and will continue to be available.

Ohio has used the newest pattern developed by the Bureau of Labor statistics for projecting trend data by instructional taxonomy and has further subdivided such trend data by taxonomy to allocations for each individual vocational planning district within the state of Ohio. Such data was used as an initial base for the local vocational education plans completed by July of 1974.

One of the major problems of the GAO draft report is that it has not taken into consideration how far state and local educational agencies have come in the total process of program planning and development, the limitations on resources and data available for planning and the long-term directions in which the state and local educational agencies were pointing.

Finding III: Multiple jurisdictions operate in virtual isolation.

Response: The Division of Vocational Education within the Ohio Department of Education maintains the responsibility for secondary, post-secondary and adult vocational education programs. While technical education is a responsibility of the Board of Regents, rather than the State Board of Education, a memorandum of agreement between the two agencies provides for a continuing investment of vocational education funds in technical education programs which meet standards established by the State Board of Education.

Under state regulation, our State Plan for Vocational Education is submitted to all state agencies for review prior to sign-off by the Governor, not only those required under state plan regulations. Adequate time is provided for those agencies to react to the State Plan for Vocational Education before approval by the Governor and submission to the regional office.

Finding IV: Advisory Council evaluations are limited.

Response: The State Advisory Council for Vocational Education in Ohio has made its major investments in research studies directed at areas of concern related to the vocational education program in Ohio. Such studies have included the following:

1. A review of the status of local advisory committees for vocational education
2. Relationship of district size for the effectiveness of vocational education
3. Employer & Employee Perspective study completed by Market Opinion Research
4. Cost-benefit study in relationship to selected programs for the disadvantaged

Studies in process include

1. Evaluation of the needs assessment process used in state and local planning
2. Effectiveness of inner-city family life program.

We would concur with the finding that local advisory committees are not used as effectively as they could be and continuing efforts are being made to improve such school-community relationships. A study made in Ohio a year ago reported 14,159 persons active on advisory committees in our state. Such committees are used more extensively and effectively by vocational education than any other facet of education.

Within Ohio we have established a pattern of program review in which once every five years an in-depth review is made of the vocational programs within a planning district. The local advisory committees within a planning district are required to prepare a report as a part of that program review. There is every indication that effective use of local advisory committees is improving.

Finding V: Data for evaluation is inadequate or unutilized.

Response: I have stated above that Ohio has established a continuing program review for improvement, development and expansion of vocational education (PRIDE). While each planning district is reviewed in depth once each five years, the report for program improvements growing out of that evaluation become the basis for a review of program improvements by state and regional supervisory personnel each year during the years intervening the major reviews. The massive involvement of local people in such program reviews can be judged by the fact that Cleveland, Ohio had over 1500 people from business and industry involved on their advisory committees as a part of this program review. Significant improvements in programs have been noted growing out of this program review process as compared with the former pattern of supervisory visits by state leadership personnel.

It is questionable that the U. S. Office of Education staff can be criticized for not implementing an improved data system when the staffing of the unit giving leadership to vocational education has been essentially gutted by Health, Education, and Welfare policies which assign education a very low priority, and vocational education essentially no priority. It must be pointed out that data relative to numbers of persons needed in occupations received at the present time from State Employment Service may be less accurate than manpower needs studies done locally within areas served by vocational education. This does not mean that the State Employment Service is derelict in its duty. It merely means that the state of the art and the availability of resources have not been such as to enable the Employment Service to arrive at realistic trend data relative to occupations.

Annual follow-up systems in vocational education are in place and results of these follow-ups show the effectiveness of the vocational education programs. There are, however, no sound statistical procedures for making long-term follow-ups due to the technical problem of finding the graduates several years after program completion. The system is needed through which we can enter Social Security or the IRS files for gross data on employment without endangering the privacy of an individual.

CHAPTER 4 - HOW ARE FEDERAL VOCATIONAL FUNDS DISTRIBUTED?

In reviewing findings under this chapter reference needs to be made to the federal vocational law. Under Part B there are specific set-asides under which a percentage of funds must be used for disadvantaged, handicapped and adult vocational programming. Under the law funds that are not required as a set-aside can be used for maintenance of qualified vocational education programs throughout all areas of the state. The law charges the state to provide vocational education to all youth and adults in all sections of the state.

Finding I: Funds are distributed to all LEA's, rather than concentrating funds in selected LEA's with high needs.

Response: All of the funds for the disadvantaged and the handicapped set-asides are allocated in Ohio on a project basis and not on the basis of so much funds to each of the LEA's. The major city areas of high unemployment and those rural areas with poverty are given priority on such projects. All funds beyond the set-asides are allocated to districts on a differentiated basis. All districts in the states are prioritized, using the five factors of need identified in the State Plan. The top third of the state in the priority ratings receive one level of reimbursement, middle third a second level of reimbursement and the bottom third the least level of reimbursement. The direct concern of the districts with their level of priority (A, B or C), indicates that the differentiation between the three levels is recognized and is important in terms of funding allocations. Thus, while funds may go to a number of districts within the state, the level of allocations will be based upon priority of need. The GAO report picks limited or single state instances as a basis for a negative statement.

Finding II: Funds are distributed without considering relative ability of LEA's to provide their own resources.

Response: As indicated in response to Finding I, factors relative to need and ability to pay are included in the five factors computerized to list the LEA's in numerical priority. For reasonableness in administration, the LEA's are divided into three reimbursement groupings, rather than 617 (the number of districts within the state). The successful effort to organize the state into vocational education planning districts and provisions for taxing authorities over a broad area have made possible the initiation of vocational education services in all areas of the state.

CHAPTER 5 - HOW ARE TRAINING SOURCES UTILIZED?

Finding I: Schools only consider their own facilities.

Response: This finding does not seem reasonable in that most all of the technical institutes now present in Ohio were initiated in vocational education facilities until they grew large enough to become separate technical education institutes. Vocational education programs are approved by the State Division of Vocational Education in comprehensive high schools, vocational high schools, area vocational centers, technical institutes, branch universities and major universities. Such vocational programs may be preparatory or supplementary in nature.

Where the proximity of the physical facilities permit vocational centers and technical institutes each utilize the facilities of the other for specific purposes. Policies of the State Board of Education for vocational education provide for the approval of the vocational education programs in any institution as long as the program established meets the standards established by the State Board.

State law and State Board policies also provide for the approval of high school programs in proprietary vocational school settings when such proprietary vocational schools meet state standards and the local public schools determine that such vocational education services are advisable.

In many districts the physical facilities of local industries and businesses are used. This is particularly true in the offering of supplemental training courses for upgrading employed workers. Any program offered in facilities of private industry or business must be open to the persons from outside that business or industry.

The major armed forces installation in the state of Ohio is the Wright-Patterson Air Force Base and a very cooperative working relationship has been established between the Dayton Public Schools and the Base. The very capable leadership at the Air Force Base has made effective use of opportunities on the base for cooperative and work experience program efforts with youth.

There has been no indication in the state of Ohio of the availability of or interest of any of the other smaller installations in cooperative efforts related to vocational education at the high school or adult levels. We have indicated to the Department of Defense that there are significant facilities available for training in area vocational education centers which could be used effectively by "weekend warriors" during the period of time when such persons are on duty and the physical facilities of vocational education are at their least level of use.

It is also feasible to point out that over 45,000 youth in the state of Ohio at the high school level are learning the skills of an occupation under a cooperative program in which the students spend a part of the day in school and part of the day on the job in industry and business, both learning and earning. Effective use is made of private industry and business for such cooperative employment, but it is recognized that union contracts and the cyclical relationships of many industries in regards to employment limit the opportunities for gaining skills in this manner. Patterns of early job placement of students enrolled in in-school vocational programs are being developed throughout the state. This finding is without a sound basis of fact.

Finding II: Training resources have not been inventoried.

Response: Training facilities existing in an area are considered by the local educational planning unit when new facilities are under consideration. Manpower facilities have been used for youth.

Finding III: Costs have not been analyzed on a comparative basis

Response: Annually comparative cost analyses are made for 1/5 of the vocational education planning districts in the state of Ohio. All costs are established on the same basis and therefore are truly comparative. Copy of the most recent cost-analysis is included as "Exhibit G."

Finding IV: Program scheduling has not been flexible

Response: The range of program scheduling for vocational education in Ohio varies from one period a day to 4-1/2 hours per day for high school youth and from two hours one night per week to 1,650 hours for programs for adults. The controlling factors in the allocation of scheduling are the student goals and the nature of the occupational area in which the student desires to achieve. The facilities for vocational education are used more intensively than any other educational facilities.

Finding V: Transportation often has not been provided.

Response: Transportation of students employed in cooperative programs has not been a basic problem, since such students earn funds which can be used to cover transportation costs. We do, however, need more creative approaches to providing transportation for severely disadvantaged students who need work experiences for which very little funds would result in the way of wages. Under existing laws, however, no student can be in a place of employment without a wage relationship and there are very few employment opportunities which do not require the minimum wage or at least the established sub-minimum wage for training. Transportation is provided free to all high school students attending area vocational centers.

Finding VI: Construction of new school facilities has been favored.

Response: The challenge of the Vocational Education Act of 1963 to bring vocational education to all youth and adults in all sections of the state could not possibly be met with the very limited vocational education facilities available at that time. The growth of vocational education in this nation from 4,500,000 to 12,000,000 persons served from 1963 to 1973 could only be achieved with the expansion of vocational education facilities. All vocational education facilities provided in Ohio have been committed for the use by both youth and adults and are normally used 14-16 hours per day. It must also be recognized that the majority of the costs of these facilities have been from state and local funds, not federal funds, but that the federal funds were the catalytic agent which proved the value of the investments of state and local dollars.

Within Ohio a plan was established relative to the quantity of persons to be served by vocational education and then additional plans were made identifying the amount of construction and equipment necessary to achieve the goal of service. All facilities have been built on a flexible basis, with the assistance of advisory committees from business and industry. While construction costs have increased over the past number of years, our construction planning and review efforts have kept construction costs less than $25 per square foot, exclusive of site and site developments.

Finding VII: Sources of equipment and supplies have not been fully explored.

Response: This finding is ironical. It is due to a fiat of the Department of Health, Education, and Welfare that the vocational education agencies in the states and in the local communities have been prevented from participating in excess property allocations for the past several years. The vocational education programs in the local education agencies have been for years the best utilizers of whatever surplus property has been available. Most of our states geared up to make use of excess property and were avidly pursuing such property when Health, Education, and Welfare regulations prevented us from participating in such property.

Also, all states were denied access to the loanable property program for approximately two years. Such loanable property was not available because funds were not appropriated to administer such allocations.

Gifts of equipment have been received from numerous industries and buinesses--every resource to obtain equipment has been tapped in accordance with our total plan for the state of Ohio.

I would repeat: the short-sighted policies of the Department of Health, Education and Welfare, not GSA, have prevented the schools from obtaining excess property.

CHAPTER 6 - IS TRAINING RELATED TO EMPLOYMENT?

This chapter raises questions on items covered in many cases in preceding chapters and the answers in many cases relate back to the answers given previously. Those of us in vocational education are fully aware of the changing manpower needs and changing programs. What is not as obvious to persons working in the manpower delivery system is the fact that occupations are much more enduring than the industries in which they may exist.

The large majority of the occupations in the space age industry called for persons with skills that had existed for many years. Occupations change and the people in those occupations change with them. While the percentage of growth in certain "cutting-edge" occupations may be high, the actual numbers of people involved in such growth may be insignificant in relationship to the replacement needs in an established, but stable growth occupation.

In the many years that Federal "Manpower" training has been in effect such manpower training programs were subject to the approval by the employment services based upon immediate employment needs. The training programs operated for youth and adults in the public vocational education effort are not significantly different than those offered under the manpower training efforts. In a number of cases the local school-business-industry relationships enabled the school to identify more clearly and quickly manpower training needs than could be identified by the local employment service agency. Under manpower training programs in the state of Ohio the area of sales and distribution or marketing was ignored as an area worthy of training. Yet, such employment provides a significant number of employment opportunities for youth and adults within our state.

Another factor affecting the establishment of vocational education programs has been the restrictive position of state professional boards and in some cases union organizations. As an example, in the health fields state professional boards delimit the extent to which we can prepare health personnel by arbitrarily establishing age limitations for students enrolling in programs preparing for licensing, or for certification examinations which place the person in a better position in relationship to employment. In almost none of the cases are restrictions based upon competency-based examinations, but upon professional fiats under a protectionism concept. Ohio would expand health training programs tomorrow in any section of the state to the extent permitted by the professionals and the employing agencies. It is, therefore, irrelevant and dishonest to point to the relatively slow growth in health occupations in the public schools as an example of misalignment with employment opportunities.

Finding I: Student enrollments have not been aligned with employment opportunities.

Response: Reference statement above and reference earlier report on use of the Bureau of Labor statistics current data in establishing goals or limitations for local educational planning.

Discussions with the representatives from GAO visiting Ohio pointed up the discrepancy between head counts and the measurements of relationships through full-time equivalent types of summaries. The use of the head count concept can be questioned in that such a count does not give any measurement of the intensity of the instruction. It is suggested that consideration be given nationally to moving to a man-hour of instruction basis for reporting. Only a man-hour instruction basis can give a true measurement of service for national comparisons.

Finding II: Ratio of completions to enrollments has been low

and

Finding III: Students may not be employed in fields for which trained.

Response: Vocational education programs in Ohio have a lower dropout rate than experienced in the rest of the school programs. A study in Cleveland indicated that a cooperative type program organized for the dropout-prone youth resulted in the lowest dropout in that group of any group in the school system. Followup report for high school preparatory vocational education for FY 1973 was reported in earlier sections of this analysis.

The report indicates that 75% of the youth completing vocational education are available for placement and that 75% of those available for placement are placed in occupations related to their field of training. The report also shows that the unemployment rate among vocational graduates, only five months after graduation, is 1/3 or 1/4 that of the normal high school graduation population. It should be noted that full time school and enlistment in the armed forces accounted for most of those not available for placement. We are proud of this placement record, but not satisfied and will continue to improve placement services.

Finding IV: Labor market needs have been neither fully nor realistically assessed.

Response: Vocational education has used the available labor market need reports, but the state of the art has not been adequate to project needs for vocational programs. Experiences obtained through local surveys of industry and business throughout the whole state of Ohio have indicated that employment needs surveys conducted within the area to be served by vocational education centers is the most accurate pattern available for determining employment and employment opportunities. Perhaps the most difficult area for projection is in the area of service occupations, and it is in these occupations that both state employment service and National Bureau of Labor Statistics are of little help. The Bureau of Labor Statistics has developed a new pattern for trend projections which Ohio has applied to the employment pattern in our state and in turn broken the state employment pattern by educational taxonomy into the vocational planning district projections. Such projections served as the basis for the local vocational plans completed during the last fiscal year. Vocational education has used a most effective pattern of local industry-business surveys and now has combined that pattern with the most modern trend projections developed by BES.

Finding V: Work experience often has not been an integral component of vocational curriculum.

Response: This finding is untrue. During the 1974 fiscal year there were 45,641 youth in the state of Ohio enrolled in cooperative type programs in which they spend one half day on the job and one half day in school. This program is an organized educational program in which the students both learn and earn on the job under the supervision of the school. This number represents more people learning in industrial and business facilities than any national Manpower, OEO, or other emergency program has ever envisioned. In addition, there were 2,476 young people who benefited from the work study funds under the Vocational Education Act. With this great commitment to cooperative education, our experiences still indicate that it is not the only, nor even the major, strategy for the delivery of vocational education services. The nature of the occupational area, the limitations on employment by both employer and labor restrictions, the cyclical fluctuations of the employment market, combine to indicate that most of the job training within a state must be done through facilities organized specifically for that purpose. The trend in industry is away from doing their own training, rather than toward such a practice.

Test results in Ohio indicate the students completing the vocational program through the in-school process have gained more technical knowledge and job understandings than have the students enrolled in cooperative education programs. Our goal is to provide for early placement of all those completing in-school vocational programs in order to gain the advantages of both institutional and cooperative education.

When cost factors are considered in relationship to public and private programming for adults, the Federal Manpower programs can be used as a comparison base. Under the national manpower program, prior to FY 1975, any private school or public school can bid on a training project. Over 95% of the projects approved in the state of Ohio went to the public education systems on the basis of their ability to do the job more cheaply, as well as according to standards.

Finding VI: Occupational guidance has received inadequate consideration.

Response: Again, this statement, as made, is untrue. Within Ohio, annually we invest over a million dollars of the Part B funds for improving and extending vocational guidance services. This effort includes assistance for local guidance coordinators, inservice training of guidance counselors, state staff leadership and interest-testing programs. In addition, as reported earlier, Ohio has initiated a career motivation program in Grades K-6, orientation program in 7-8 and career exploration program at 9-10 which program now serves approximately ten percent of the youth in Grades K-10. The program is expandable, and can serve all youth with a career choice education by 1982 if increased funds are made available.

Finding VII: Schools have not routinely assumed responsibility for job placement assistance.

Response: The responsibility for job placement assistance has been assumed by the schools. As indicated by the placement report, 75% of the youth available for placement were placed in occupations for which they were trained and only five percent of the youth were unemployed five months after graduation. There is, however, a need for improved job development and job placement services and if funds projected under the Education Amendments of 1972 had been made available, Ohio would have initiated a broadly expanded program for job development and job placement coordination within all of the vocational planning districts in the state. Such persons would work more closely with the state employment service, but it must be recognized that the state employment service essentially serves only those occupations which cannot find workers and those workers who have so little skill that they cannot find occupations. Theirs is a very important function, but the employment service has not been the source for skilled trained workers, and industry has not looked to that service for such persons.

Finding VIII: Followup of students and employers has been marginal.

Response: Like other factors in vocational education, procedures for followup have been improving as the program grows. There is in place an annual followup of graduates of the preceding year. This process has become well organized within the state. The problem that we face in vocational education is that of longitudinal followup, in that it is impossible to find many of the students after the first year out of school, particularly in an industrialized state. A pattern is needed which will let us use the social security or the IRS file to obtain information regarding the employment of graduates without invading the privacy of the individual by reason of individual reports from those sources. The annual followup report is summarized under Finding II and III above.

Finding IX: Barriers have restricted access to training and employment.

Response: There are a number of barriers that have restricted access to training and employment. One of the greatest barriers to expanded vocational education programs has been diminishing since the passage of the Vocational Education Act of 1963. The barrier to which reference is made is the attitude of the American public towards vocational education. Improvement still is needed in the attitude of people toward preparation for work, but a significant change can be noted on the part of the public, parents and youth. Vocational education is no longer a dirty word in the minds of the public school administrators of Ohio, the State Board, the legislature and a growing number of parents, public and youth.

There are, however, significant barriers over which vocational education has no authority and which must be removed if we are to achieve the goals established by the Vocational Education Acts. Some of these barriers are as follows:

1. Federal and state laws restricting the employment of minors beyond controls necessary for protection of youth.
2. Stringent controls by professional boards which established unrealistic entrance and program standards in order to protect the employment of persons already within the occupation.
3. Union contract limitations which limit the opportunity of persons with skills and technical knowledge to enter the employment in occupations for which they are trained.
4. Management policies which establish arbitrary and unrealistic age and competency entrance standards.

All vocational programs within Ohio are open to both male and female students, but employment patterns and social mores still affect the occupational choice of youth and adults.

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SUMMARY ON ACCOUNTABILITY FOR VOCATIONAL EDUCATION IN OHIO

The Ohio Division of Vocational Education (ODVE) has developed a system of review which, when refined, will provide an evaluation with sufficient extensiveness to determine if the Ohio program is meeting the intent of the Act. The ODVE has also developed good procedures for obtaining statistical data for the Office of Education (OE) reports. However, we found that the City of Cleveland has not followed these procedures, resulting in:

- --incorrect data being submitted to ODVE on fiscal year 1970 closing enrollments, and
- --a different method being used by Cleveland to obtain follow-up data on fiscal year 1970 graduates which resulted in a 36 percent response; whereas, Toledo and Marietta received responses of 93 percent.

We also found that the guidelines for preparing proposed budgets for fiscal year 1970 disadvantaged programs were not clear. This has resulted in the late submission of financial data to the ODVE and the submitting of maximum allocations to OE as actual expenditures.

Criteria

The Department of Health, Education and Welfare (HEW) requires the State Board of Education to periodically evaluate the state and local programs, services and activities carried out under the state plan. The evaluation is to be made with sufficient extensiveness to enable the carrying out of the state plan and fulfill the purpose of the Act. The evaluation can be made by utilizing:

--the evaluation made by the State Advisory Council,

--evaluations made by the State Board, and

--evaluations made by local educational agencies.

The results of the evaluation shall be described in the annual report submitted by the State Board to HEW on or before October 1 of each year. The report consists of the following three parts:

--a fiscal part showing the expenditures of each of the several allotments made under the Act,

--a statistical part showing supporting data with respect to programs, services and activities under the state plan for which expenditures of funds are reported, and

--a descriptive part showing a narrative account of the program.

Scope

--We reviewed HEW regulations to determine what evaluations the state is required to make of its Vocational Program.

--We interviewed ODVE officials and reviewed the state plan to determine what procedures are used by the ODVE to evaluate the Ohio Vocational Education Program.

--We reviewed the ODVE instructions to the local school districts for obtaining financial and statistical data to determine if such instructions can lead to good sound reporting data.

--We interviewed local officials to determine if State procedures are being carried out and to obtain their opinion of the reliability of the data collected.

--We reviewed statistical data which is collected at the local level, reported to the State and then forwarded to HEW to determine the accuracy of such data.

Evidence

Procedures for Obtaining Statistical Data

The main source of statistical data on Ohio vocational education enrollment is the vocational education opening report. This report is prepared by the local school districts from beginning school year class records to obtain State approval and reimbursement for each vocational class. A vocational class in Ohio is considered to be a group of students following a specific vocational education program which includes both shop and/or lab and related instruction. The ODVE does not consider a student who takes an occasional vocational class as a vocational student. As a matter of fact, vocational classes are only offered in 4 period blocks and it is not possible to enroll in an occasional class.

The information contained on each opening report is programmed into the computer and checked for accuracy. The information is then used to prepare portions of the OE form 3136 pertaining to the number of vocational teachers in Ohio. The information pertaining to the status of teacher training is provided by each state university where the teachers are being trained. The information is then used to prepare the closing report for each vocational class.

The closing report with preprinted information from the opening report pertaining to class enrollments is sent to each local school district before the close of the school year. The local school districts are required to provide additional information which includes closing class enrollments and class completions. The enrollment data from the opening and closing reports is then compiled to provide the Office of Education with the enrollment data on OE form 3138. The information provided on OE 3138 includes beginning class enrollments plus vocational entrants on any day thereafter. Ohio enrollment never decreases from the first day because withdrawals are considered in the total enrollment figures.

The information on class completions is then preprinted on a student follow-up report which is mailed on September 15, following the close of the school year to each school district that has a State approved vocational program. The school districts are asked to obtain the status of the students as of October 15, and return the report to the ODVE by November 15. The information is then compiled by the ODVE and forwarded to the OE on form 3139. In addition to the data required by OE on form 3139, the ODVE is requesting the average wage per hour that the graduate is earning. However, some students consider this information confidential and will not provide it.

Accuracy, Necessity and Completeness of Statistical Data Which is Provided to the OE

The ODVE and local officials believe that the statistical data which is required by OE to complete forms 3136, 3138 and 3139 are necessary to properly evaluate the Ohio vocational program. They also believe that the information provided to the State on the opening reports are accurate and complete. The officials do not all agree or speak with the same assurance as to the accuracy of the fiscal year 1970 information that was provided on the closing reports or the follow-up study. An ODVE official stated that the follow-up information is not as accurate as the student enrollment information. The ODVE relies on the people's honesty and tries to get as good and as true a picture as possible on student employment.

The data which had been submitted to the ODVE on the closing report for the 1970 Cleveland vocational enrollments was not correct. As a result, when the preprinted report for student follow-up was mailed to Cleveland to obtain the employment status on 1970 graduates, it was incorrect and correct information had to be obtained to perform the student follow-up. The Toledo and Marietta data for the closing report were obtained from teacher enrollment records and were considered by local officials to be accurate. However, information for 16 Toledo class enrollments were incorrectly preprinted by the ODVE on the follow-up reports as class completions and had to be changed before the follow-up could be made.

The City of Cleveland also used a different means to obtain student follow-up information than was used in either Toledo or Marietta. Cleveland used a questionnaire to obtain information on the status of graduates, whereas the cities of Toledo and Marietta used personal contacts. This resulted in Cleveland getting a 36 percent student response, whereas Toledo and Marietta received a 93 percent student response. The State instructions do not state how the follow-up should be made so Cleveland did not inform the State of the procedures used. The questionnaires may have provided a valid picture if the responses had been projected to the total graduates, but instead they were left to stand on their own.

We were informed by the Cleveland Director of Vocational Education that staff meetings were held to explain the 1971 State procedures for obtaining data for the closing report. He stated that the information obtained for the 1971 closing report will be more accurate than the 1970 data because of greater involvement of each service area supervisor. He also stated that personal contacts will be used to obtain data on 1971 graduating students.

Procedures for Obtaining Financial Data

The ODVE requires each school district to submit affidavits showing expenditures for each approved vocational course. The affidavits are then audited and the school districts reimbursed. The ODVE, however, has no lever to make the school districts submit timely affidavits. As a result, some affidavits are not submitted on time and to meet OE deadlines for financial submission, the ODVE must use:

- --a combination of the actual ledger expenditures of school districts which have submitted their affidavits, and
- --the maximum amount of allocation that could be spent by cities which have not submitted their affidavits.

This problem can be highlighted by using the Cleveland Board of Education as an example. Cleveland had not submitted many of their affidavits for fiscal year 1970 disadvantaged programs to the ODVE by July 1, 1971. Therefore, ODVE did not have actual expenditures for fiscal year 1970, funds by the beginning of fiscal year 1972, and they are required to be submitted by October 1, 1971. Cleveland attributes these late submissions to the fact that the ODVE has not provided instructions for the preparation of proposed budgets in disadvantaged proposals. This has resulted in a lack of clear understanding of what funds can be expended for. It has also resulted in the auditing of each program after completion to assure that expenditures were proper. The Toledo Director of Vocational Education also indicated that there are not clear guidelines for the preparation of proposed budgets.

The ODVE officials believe that the financial data required by OE is necessary. As a result of using a combination of actual expenditures and allocations the financial data submitted by ODVE could be off by several hundred-thousand dollars. An ODVE official stated that this is not significant since the total expenditures in Ohio were over $102.7 million.

Additional Data Used by the State for Program Evaluation

The ODVE has taken much of the statistical data required by the OE and compiled it to be used in making management decisions. However, they do not consider the present program adequate. As a result, the ODVE has started a program review for improvement, development and expansion in vocational education (PRIDE). The review was performed in 11 vocational districts on a pilot basis in fiscal year 1971 and is planned for 21 districts in 1972. The review includes the following six basic components:

--Administrative Review - the administrative review is the activity by which the Superintendent of a Vocational Education Planning District identifies the role, objective, structure and responsibilities of the administrative team for the improvement, development and expansion of vocational education.

--Process Variable Review - the process variable review is the activity by which instructors use a lay advisory committee to react to the process variables of an instructional program. The process variables have been identified as (1) Curriculum and Instruction, (2) Facilities and Equipment, (3) Instructional Staff, and (4) Students.

--Product Review - the product review is the identification of the successes achieved by the vocational graduate. The current plan is for a three phase follow-up study. Phase one is a one year follow-up using the current state reports. Phase two is a three year follow-up to identify mobility and employment success. Phase three is a five year follow-up to identify mobility, employment success and self-satisfaction.

--Cost-Analysis Review - the cost-analysis review is the critical activity which will identify the instructional cost for operating an instructional program and generate a cost per pupil per program figure.

--Availability and Impact Review - the availability and impact review is to be conducted by vocational education planning district personnel to utilize local resources for determining community needs.

--Acceptance and Congruence Review - this review is currently using two objectives instruments to examine student interest and attitude plus parent attitude. To obtain student interest in vocational education all 9th graders in a Vocational Education Planning District take the "Ohio Vocational Interest Survey".

The cost-analysis review for one-tenth of the 104 planning districts will be completed by August 1971.

Basic Causes

The ODVE has developed good procedures for obtaining reliable management information. However, incorrect financial and statistical data has been submitted to OE because of

--late submissions of actual expenditures to ODVE due to a lack of clear guidelines for preparing proposed budgets for disadvantaged programs, and

--the failure of a local school district to follow these procedures.

Senator PELL. Now, Mr. Van Tries.

STATEMENT OF ROBERT P. VAN TRIES, ASSISTANT COMMISSIONER, DIVISION OF VOCATIONAL-TECHNICAL EDUCATION, STATE OF MINNESOTA

Mr. VAN TRIES. I have a prepared statement. Thank you, Mr. Chairman.

I have a prepared report that I would like to have inserted in the record.

Senator PELL. This will be put into the record at the conclusion of your testimony.

Mr. VAN TRIES. I would like to address myself to some of the recommendations of the GAO report and I will make it brief.

I am addressing myself to the statements that appear in the digest of the GAO report and on page 1 of the digest the report says over $3 billion of Federal funds has been spent since the enactment of the Vocation Act of 1963, and this is a lot of money, and I certainly agree with them that this should be pointed out. However, I think that they should have also pointed out this averages about $300 million per year for the 10-year period or in my State it amounts to $6 million per year for the 10-year period.

Now, counting the moneys we have invested of our own in construction, this would compare to about $50 million per year that the State of Minnesota and the local school districts have put into the program themselves.

Since the required match is 50–50 I am not sure what is meant by catalytic action or what the definition means. I do not know whether you would call that a phenomenon or not.

Senator Beall raises the question about the GAO report and I agree with him that it is important to know what is wrong when you are considering new legislation but the thing that disappoints me about the GAO report, and there are some things in there I think worthy, but I was disappointed most because nobody says what was right. I would think that if you are going to consider changes in the law, the first thing you ought to know is what is right with what you already have. Nothing in the GAO report indicates it.

I would also remind the committee that there is a study which has been done for a number of years, and that it was done—I understand at the insistence of Congress and funded by a line item. This study is Project Base Line by Dr. Arthur Lee. My prepared statement contains an attachment on the Minnesota evaluation based on Project Base Line for 1973.

I would suggest that might put a different light on what the 1968 amendments have accomplished and the 1963 act as compared to what appears in the GAO report.

Since the Project Base Line was a product of Congress I would expect you would want to review it closely.

Another statement that is made on page 3 of the digest is a good one—I think one I would like to address.

It says organizational patterns at all levels fragment responsibilities and result in independent isolated planning for vocational education, and I agree.

My comment is that organizational patterns are fragmented but the culprit has not been State or local communities because Congress and the Federal Government are past masters at creating fragmentation.

I just finished a week of hearings before the Minnesota State Senate Committee on Finance. One of their frustrations was the fact that they were being asked to supplement occupational programs being conducted in several different agencies of the government with moneys originating in Washington. They had no prior knowledge of these programs and they are a perfect example of fragmentation.

I think what GAO was really saying, at least I hope what they were saying is that the time is ripe and maybe past when there should be a Department of Education and Manpower.

Every time we have come to Washington to testify in the last 6 to 8 years the question of a Department of Education and Manpower has always risen in the testimony. We have always been told that this will happen some day but the time is not ripe.

I think this comment by GAO indicates the time not only is ripe but maybe it is past due.

On page 3, another comment is that Federal funds have been distributed by the States in a variety of ways, many of which have resulted in some funds being distributed on only geographical basis. I guess I do not have to quarrel with this because I do not think any State has a perfect distribution system. At least I know we do not and we are all searching for ways to make it better.

I think what disturbed me about this though—we get the impression that only those areas in which there are large populations is where we have the largest needs.

I get the impression that VEA of 1968 is addressing itself to people's needs and assuming that we had all the power to make things equal I would ask whether agencies with a small population have less needs than people in metropolitan areas—small or large populations areas have people needs and we must meet them all.

I think we are addressing people's needs and that goes for everybody, whether he is from Snowshoe Corner or the metropolitan area of Minneapolis and St. Paul.

Furthermore, I think the GAO report has looked at these problems from isolation rather than from the comparative views of the rest of the educational system in the State.

Minnesota has an exemplary education foundation and this helps us in providing services to the people throughout the State on their ability to pay.

I did not think this was coming up but I think the suggestion was a good one to show Minnesota's effort.

It has been brought up that in many instances secondary schools, community colleges, and area vocation technical institutes could have been used to better their own facility by exploring the opportunity to share each other's resources and so on.

I think this is true. I would think that a country the size of the United States could find examples of this but I would also suggest that the Federal Government has not explored these opportunities fully either.

This is a two-way street, and sometimes we get the idea that the taxes we send to the Federal Government come from someplace other than the taxes we use at the local and State level.

I would suggest that perhaps the Federal Government could improve the local education system and educational systems in the State by requiring Federal agencies to take advantage of the existing facilities rather than constructing their own training facilities. I would even extend this in most instances to the Department of Defense.

Another question has been raised in page 3 of the digest as published that private source equipment supplies have not been fully explored.

I certainly agree with this but I think that the hurdle has not been the local or State level.

The hurdle has been at the Federal level, and the Secretary of HEW has been the biggest barricade of all.

My understanding is that there is a developing GSA bill to deal with supplies and excess property, to take the place possibly of an Administrative Service Public Act Law 152.

In my State we believe that Federal properties which are declared excess or surplus have been paid for by our taxpayers. We have been paying for these in the same percentage as the taxpayer in any other State in the Union. We think that we deserve the same consideration for the use of those properties as any other State in the Union.

Minnesota along with a number of other States in the upper Midwest are not very large States.

We have no large installation of the military. We have no large defense industries and we feel if our taxes are being used to purchase equipment which is later declared excess or surplus we are entitled to a fair share of return on the same basis as the taxes we pay. We think one of the ways this can be done is by creating an allocation system which permits any State to go any place in the Union to look at and acquire properties from the Federal Government which has been declared excess or surplus.

We have some other ideas and when it is time for serious consideration to this we would like to testify or at least have the right——

Senator PELL. Excuse me.

Rather than coming back, give us your testimony now.

Mr. VAN TRIES. We thank you Mr. Chairman—There should be an allocation system set up and based on the amount of surplus or excess properties which are evailable at the beginning of the year. Every State in the Union should have a dollar allocation for that amount and that no limitations should be made on any State to go any place and look at and purchase the property. If one State decides it wants to use its entire allocation for one place of equipment, that should be their prerogative and every State should have an equal opportunity regardless where the property exists to get it.

Senator PELL. In other words, you feel that the question of whether money is used for real estate or equipment or training or education is up to the State to determine?

Mr. VAN TRIES. Yes, sir, and I might say when it comes to real estate that it is pretty hard to give everybody an equal chance. I have particular reference to equipment.

Mr. Chairman, on page 4 of the digest the statement is made that work experience often has not been an integral component of vocation curriculum.

I think most of the States have extensive cooperative programs.

These programs require work experience and last year Minnesota had 17,869 people enrolled in those types of programs. I think that geography and type of industry will have a bearing on these programs from State to State.

We have had difficulty in smaller communities providing jobs in the office occupation, for example, and we have developed quite an extensive model office to take care of that deficiency. I think that is something that varies from State to State.

The statement made by GAO regarding the responsibility for job placement system has not been routinely assumed by the schools, I think, may be true. We have not done enough or we have not done the job well enough, but we have done it.

In postsecondary education, placement is a lot easier than it is at the secondary level.

In our State the postsecondary institute has assumed this responsibility for over 30 years, and the record in the postsecondary schools has been exceptional.

We in Minnesota have to do a better job in the secondary and we will admit that.

The statement has also been made that followup on graduates and employers has been marginal and nonexistent and I contest that.

You study the Minnesota postsecondary system and it has been, I think, an outstanding system.

We have not done as good a job at the secondary level but to say it is marginal or nonexistent I don't think is true.

I do not think it is true in any of the States that were surveyed.

We have already discussed the matter of administrative purposes—Federal funds used for administrative purposes. I think one of my problems is the definition of terms and I am reluctant now after the GAO report to give figures on what our administrative costs are until somebody defines for me what an administrative cost is.

This has not been done by the GAO team that came into our State.

Senator PELL. Excuse me.

Is not the simple definition of an administrative cost all those costs that are not directly involved with the distribution of the education package?

Mr. VAN TRIES. Mr. Chairman, in my State the State civil service and the legislature which operates vocational education and the planning system feels that administrative costs are those combined costs of those people who make the decisions; people in the decision-making capacity are administrators and that is the administrative cost.

Senator PELL. Not the secretary, nor the janitor who keeps the building up—where they make the decision?

Mr. VAN TRIES. Just that portion that is allocated to the administrator.

Senator PELL. Really, that would mean in the United States that we only have the President as the administrator.

Mr. VAN TRIES. In my State I consider certain people to be in the decisionmaking capacity, certain people with support services. The rest of those people are providing services directly to school districts, and I would remind you in my State we have 437 school districts.

We have three cities and almost the entire remainder of the school districts with few exceptions are in small communities.

If you want to have catalytic action you must get it by putting funds in a small school district with an enrollment of 500 students. I would only suggest to you when you talk about catalytic action most of it in a State such as mine is going to come from the State level technical assistance personnel.

The question about planning has arisen about requiring the Secretary of HEW and the Department of Labor to establish a procedure for planning which would relate vocational education to the State postsecondary commission.

I just want to make a comment about postsecondary commission. My contention is that the 1202 Commission has been prostituted by the Commissioner of Education to the extent that the intent of Congress has been completely abdicated.

I think, when you consider new legislation, you should consider moving title X of the 1972 amendments to the new Vocation Act in whatever the form it is, the Vocation Act amendments of 1975 or whatever.

They spend a great deal of time commenting on construction. I have to repeat what someone else here said, that construction is the best catalyst that you can possibly have. When we build a school the programs that go into that school are primarily supported by State funds.

The State and local dollars go into supporting programs within the institution that we have built through the use of the Federal Vocation Act. Program moneys have almost been entirely State funds and right now the thing that prevents our going into further construction is not a matter of construction funds—it is a question of whether or not we can afford to expand the programs that will go into those buildings.

On page 5, GAO says that one of the things that Congress should consider is reducing the impact of several barriers which inhibit persons from participating in vocational education. That recommendation in and of itself counteracts an awful lot of inadequacies in the rest of the report.

It was indicated by Dr. Pierce that there are problems at the local and State level with respect to some child labor laws and things of that nature.

I think you should be aware there were also problems at the Federal level.

We have had good working relations with the Department of Labor and child labor laws, however, we appreciate that there are still variables not necessarily confiined to local and State levels.

I think Mr. Chairman, in the interest of time this will conclude my remarks.

Senator PELL. I wonder if the representative of the General Accounting Office would have any comments that he would care to make, because I think he should have a fair opportunity to respond.

Mr. AHART. I think that's quite a bit to respond to, but before responding to any particular issues which you would like—I would like to make some comments overall, lest the objectives of our report are misunderstood by this committee, and I don't think they are.

Our report has been accused, and certainly the gentlemen here at the table have accused it, of being negative in tone and content, and really——

Senator PELL. Let me say I didn't find it so.

Mr. AHART. We tried not to make it so.

We disagree with the allegation that our report is an attack on vocational education.

We certainly are supportive of Federal aid to vocational education in the context of the legislative enactments that have been passed in 1963, 1968, and the amendments thereto; but, as you know, and this committee knows, in our efforts we try to review programs to point out ways in which they can improve—no matter how effective they are, there are ways to improve in terms of their effectiveness.

We think these areas are worthy of consideration by the Administration and by the Congress.

This focus that we concentrate our efforts in the areas that need be improved, means we can't lay out for the Congress the benefits that have been achieved in every State in the Nation or every exemplary project in the Nation, but we tried in this case to get a cross section of samples as I indicated earlier, which would be relevant to what could be done at the level of the Administration, as well as the congressional level to enhance program effectiveness. We concentrated on those areas which we felt offered the opportunity to improve it.

Now, we do recognize in the report and in my statement, that there has been a tremendous program growth and we would not disagree that the 1963 and 1968 enactments have put impetus into vocational education.

Senator PELL. My question is, what point do you disagree with?

Mr. AHART. I am trying to put in perspective, Mr. Chairman, why our report does focus on areas of improvement.

At the same time, if you look at the examples in the report you will find that about half of the examples are positive in terms of things that can be done at the local level and State level, and with emulation, would improve the program.

We are careful to point out in our report, because we did have a judgmental sample—not everything we say in it will have equal application to all parts of the Nation or to all States in the Nation; but I am encouraged with the recommendations that we made to the Secretary of HEW, that I think Dr. Pierce said 16 out of 21 were accepted.

My count by the Secretary's response to us in December indicates that 21 out of 22 were accepted as areas which the Administration ought to attack to improve the program.

I think our recommendations to the Congress are ones which are worthy of consideration by the subcommittee and have some potential for improving the impact of the overall vocational program.

I do not think I would want to get to the specifics and I probably have to be reminded of some of the specifics that have been brought up by these gentlemen, because you can argue in terms of specifics for quite a while.

I am heartened that there was so much agreement with the recommendations and conclusions and I am a little disappointed that there is so much disagreement with the facts upon which those conclusions and recommendations were based.

Senator Pell. One specific question here—did the States get the opportunity to read the preliminary draft of the report before it was submitted to us?

Mr. Ahart. In all States with the exception of California, as Mr. Barrett has pointed out, we did sit down with the State directors at the end of the field work and went over the results of our review in that State.

Mr. Barrett said California was included in the last minute.

That is not the case.

Work at the State headquarters in California was not introduced until part way in the review.

We went to California specifically because there was a project, an area, there that seemed in relation to other areas of the country, to be doing an exemplary job of pulling together the resources of the community, military installations, employer sites, and so on; and that is written up as an example, and I think you will find that starting about page 50 of the report.

We did some work at the State level later on.

We probably should have sat down with Mr. Barrett and gone over that work, and in all the other six States that was done.

Now, subsequent to the issuance of the draft report to HEW for comment, each of the seven State directors were given an opportunity to meet with us.

They had the opportunity at that point for providing to us their reactions to the draft of the report, and they did give us some valuable reaction to it.

These you will find recognized in various parts of the report in relation to the findings.

Senator Pell. Thank you.

Mr. Barrett, would you like to answer my inquiry about precisely how much of your work is done for vocational education in the prison systems in California?

Mr. Barrett. What percentage is done in the business——

Senator Pell. What percentage of your money is spent on prisons?

If there is one place where vocational education is needed it is in the Nation's prisons.

Mr. Barrett. I am afraid that Dr. Pierce gave more credit for California than I would be able to accept—no more than 1 percent, and that is just off the top of my head.

Probably the only means we have used is the MDTA programs in research and demonstration.

We do not put a regular allotment into the correctional institutions. Instead, we have tried to assist them with curriculum materials and other materials and have done some research and demonstration efforts and dissemination.

We do not, as a general rule, fund regular programs within those institutions.

Senator PELL. What about the other two gentlemen?

Mr. VAN TRIES. Mr. Chairman, I think that in speaking of catalytic action, some of the things that have happened in Minnesota would be good to know.

We have set up programs within the correctional institutions including Federal correctional institutions for the purpose of vocational training of the inmates.

Also, we have taken inmates released from prison for instructional purposes, bused them to a vocational technical institute and returned them to the correctional institution.

Several years ago we started the vocation program in the prison system.

I suppose there would be some argument as to how much we really started, because I suppose since the beginning of the system they have had some type of vocational training but we expanded on it and started off a vocational training program within the prison.

When the legislative met at the last session of the legislation they agreed to replace all of the funds which we had been using from vocational funds by Senate funds and placed those funds and proposals under the control and supervision of the department of corrections, which was acceptable to us.

We then started other programs with the prison system and this year in our legislature, is a request for the State to assume totally those programs, place them under the correctional system, and we will again withdraw from the programs.

I cannot tell you what the percentage of money is, but I can get it for you.

Senator PELL. What would be your reaction if the Congress decided there should be a set-aside of a certain amount of funds spent for this purpose?

Mr. SHOEMAKER. Sir, the only set-aside question would be the amount of money available.

When you are disadvantaged and handicapped and you have these programs, we have three times the applications for funds as we have dollars available. It becomes a matter of priorities given set-asides, and we would utilize them for that, but I think you would have to recognize the problem would be in terms of the total needs of the people within the State, and the need, perhaps, to investigate solutions as a part of the problem of these people.

Our efforts in correction was initially to fund in to a study with them, to identify their problems, and to set patterns—for which they were very grateful.

We maintained a supervisor from our staff working with their institutions to relate and update their programs, and again we had very good reaction from them.

We provided a full-time person to teach in cooperation with them, for teacher education of their staff, within the institutional programs. Also we have provided some funds, not a large amount for equipment for the use of correction groups. The issue is not one of principle or relationship, but strictly one of the amounts of dollars in relationship to the whole of the needs of a State.

I had seven major cities together a week ago, saying, "Let's look for next year for funding for programs for disruptive youth, before they get into institutions, because we've learned a lot about this disruptive youth."

We think we know some type of programs that can impact before they get adjudicated because they are adjudicated as disruptive youth. They have a massive problem.

Senator PELL. Thank you.

Incidentally, in your testimony you indicated a concern with the 1202 commissions. What amendment would you like to see us adopt?

Mr. SHOEMAKER. I was not presenting, but I would like to respond. The law pertaining to 1202 commission has nothing wrong with it. In our State it has been administered by the higher education unit, the Board of Regents who got accepted as the 1202 commissions.

They are not in any way matched to the functions of the State in law, that you people passed—the concept of an overall planning unit.

In my State 1202 is not related to either of the boards of education, which would be perfectly sound. The board of regents, who happened to be more familiar with the former Governor, got themselves appointed as the 1202 commission and as such have had a total concern, background and interest in the higher education rather than the intent to use vocational advisory committees. Without staffing continuity, without a continuous planning group, you are not going to do anything about it.

Senator PELL. Is this up to the Federal Government or up to you in the State to change?

Mr. SHOEMAKER. If you want what we have, all right.

If you don't want that to match the law that you passed, then the Commissioner of Education is going to have to stand up to what the law says.

If you believe and I concur with the 1202 commission as established in the law, but presently it is not being administered at the Federal level.

On that basis, the power structures and forces within the State determine who the 1202 commission is, and not what the law says.

Senator BEALL. On that point we suggest the 1202 should be more broadly representative of the total education committee, that the advisory council should be broad enough to include representatives of the community colleges and manpower committees.

Mr. SHOEMAKER. They do in our State, and I see no problem.

I think it's in the law and this is a matter of administration.

Mr. BARRETT. May I just indicate, at least, in California, we are hopeful the 1202 commission can be a coordinating agency that used to be our coordinating council for higher education and has been reorganized and is a new addition and they are working now very closely in interagency arrangements and we think the 1202 commission can provide, I think, what Dr. Shoemaker is saying, the legislative right now is such that the local States can address this differently, and in some States I'm afraid it's not a viable body.

We hope in California it will be.

Senator Beall. I think a word ought to be said about the GAO report. There seems to be a good deal of sensitivity about the report here, I am not so sure the sensitivity is as much for the report as with press reports of the report itself. Since we're also sensitive about what the press says, from time to time, I can understand that insensitivity, nevertheless it ought to be recognized that most of us here feel we have made some substantial progress in the field of vocational education, since the passage of the 1968 act. However, it is not the responsibility of GAO to make a very critical analysis for the Congress.

It is disturbing to me as one who represents a State where there's a large city, Baltimore, to find that in the urban areas, we have distressing large numbers of people going through the school system and not acquiring ability to read and who are not acquiring marketable skills and are dropping out of school. We have got a lot of work to do and if the GAO report develops good debate, then I think it will have a positive influence on vocational education and in helping us improve the legislative, although I hope this would not be the case, I think you tend to be a little defensive about the GAO report, but proceed——

Mr. Shoemaker. Senator Beall, the question isn't the issue of how effective has the 1968 act been, not that there are not things that shouldn't be corrected, but given your measurement, you know, and I think you are in a position to make judgments. You have to make the judgments, and given your position and the effectiveness of the 1968 amendment, you are going to make decisions that affect the people in the Nation. I think what I have felt, as I went before the House Education Committee, and initially, here, is that in a loose sense, those guys didn't do their job, so I think there is an issue of quality—someone has to talk of quality as well as quantity.

As a result of your efforts, fine tuning is one thing, massive turnover and redirection is another, So our reaction to the GAO report is almost in direct relationship to what we felt in our own States as a result of the report.

Specifically in terms of the reactions and the massive publicity that comes out of a totally negative report.

Senator Beall. Everything is in the GAO report.

I didn't get the report or get any massive turnover and I thought that the GAO report, whether or not you agree with the points raised, was some fine tuning and some exchanges, but I did not see anything calling for massive changes.

I truly tried to get down the same route and get to the desired end, but——

Mr. Barrett. I certainly agree.

I anticipate in California that the GAO report will probably have more positive effects than negative.

However we want to make really sure you heard the other side of the story.

If you agree with this, you can hear the other side and we can move on to talk about constructive things, but basically we are defensive because we have a lot of people involved. I accept the GAO report as basically identifying some concerns that we, too, have had that are difficult to deal with and I think that is what we have to address.

Senator PELL. Here I was, disagreeing with Senator Beall.

I think we as politicians are less sensitive to the press, or we would have nervous breakdowns constantly.

Mr. BARRETT. More nervous than we are.

Mr. VAN TRIES. I think, Senator, there is an issue here about the report that Mr. Shoemaker brought up.

I can't believe that the adverse news articles in newspapers was the result of those indicated on the byline.

Now, I do not think that reporters here are different than our reporters. Somebody has written a news release summarized the adverse points that they want reported in the newspapers. At least, that is the way I think it happened. It is difficult for the GAO to change a draft report which has had such great coverage even if they wanted to. It would be difficult to make any substantial changes because it has already been reported, if no more than just a cursory press release.

Senator BEALL. Does GAO issue press releases?

Mr. AHART. We do on occasion but not the type Mr. VanTries is talking about.

If I might just mention for the record that Mr. Shoemaker and I had a discussion of this very point about 2 weeks ago when we testified before the House committee; I got the impression, and I may be corrected, he thinks there's somebody somewhere that's against them, that they do summations for the press which was picked up.

I think I understood him correctly that he does not have any suspicion that it was in the General Accounting Office,if it should have been a ghost writer for the newspaper.

Mr. SHOEMAKER. It was my feeling that it was not issued from the GAO, but, Mr. Chairman, I suggest that we have been watching from the Federal level a continuous diatribe of negative words on all education and vocational education.

I do not know the source of them.

As I told Mr. Ahart, I do not believe because of previous contact with GAO, it did not happen there but someplace in Government, this negative element on a draft report, not on the final report, was written and released to the press.

Now, I think it is an irresponsible action on the part of that unit, whatever it was, and I cannot tell you who.

I have a suspicion but a suspicion and 10 cents—20 cents, will get you a cup of coffee, so what I am saying, we have been taking time and I have taken time to answer this irresponsible report in the press, within our State, as I say, even to the point of having to say, "Go look, it isn't there."

As you are building, you build on success.

You don't build on failure and the great changes in development that took place have been somewhat hurt, and we have to take time and back up and move by the publicity given the report.

Senator PELL. Mr. VanTries.

Mr. VANTRIES. I simply wanted to say and I wanted to get something in before you leave.

Since you brought up the matter of corrections and service to correction—I think there is one thing that is going around the country—I do not believe it is peculiar to our State.

This is a movement from institutionalized service to community base service.

If we move from the institutionalized service into the community based service, this is going to require a great amount of resources.

Our State is talking about closing correctional institutions and State hospitals and things of this kind, moving them into the community.

I have asked for $2 million from the State specifically for the purpose of performing those services.

I have done it more as a protection than anything else but if it does happen we are going to be called upon to provide the services and we will not have the resources to provide them and this, I think, would be of interest to you, Senator Pell.

[The prepared statement of Mr. Van Tries and other information follows:]

MEETING WITH

THE EDUCATION SUBCOMMITTEE

OF THE SENATE COMMITTEE ON

LABOR AND PUBLIC WELFARE

PRESENTER: ROBERT P. VAN TRIES

ASSISTANT COMMISSIONER

VOCATIONAL-TECHNICAL DIVISION

DEPARTMENT OF EDUCATION

STATE OF MINNESOTA

MARCH 3, 1975

Mr. Chairman, my name is Robert P. Van Tries, Assistant Commissioner of Education and State Director of Vocational Education, State of Minnesota. I appreciate the opportunity to appear before your Committee at this time to address some of the concerns we have with respect to the document entitled, "What is the Role of Federal Assistance for Vocational Education?" by the Comptroller General of the United States.

Anyone reviewing the subject report should be aware of the conditions under which the material for the report was collected. Minnesota was one of seven states is which the GAO conducted what we have termed a "program audit" a term not used by the GAO. The review was performed by three gentlemen whose office location is found in the Federal Office Building, Fort Snelling, Bloomington, Minnesota. The Department of Education, Vocational Division has no complaint with respect to these GAO employees. They were considerate, made every effort to find out about vocational programs, and were courteous to both local agency staff members and those at the state level. We believe this courteous treatment was reciprocated. Having expressed our respect for these gentlemen I think it only fair to point out that the GAO representatives were made aware of vocational porgrams in this state for the first time. We were suprised to find out that their careers within the GAO had been confined to financial auditing of Government Military contracts. This is not tc imply that such experience would not contribute to a review such as this -- some of the experience would undoubtedly be valuable. It seems odd, however, that in none of the states reviewed that we are aware of were there any people familiar with vocational education included in the GAO teams. A recommendation to this committee would seem to be appropriate. If the GAO, as an arm of Congress, is to expand its function to making program audits, some system should be created to assure that a majority of the review team's membership be composed of individuals acquainted with the program being reviewed. Probably the most significant statement in the entire GAO report appears on page seven of the document. The statement reads in part:

> "We believe that problems experienced in these states and communities are shared by many, and that the solutions implemented by some may be applicable to others. However, in states and localities where policies, processes, and practices are not similar to those discussed in this report our findings and conclusions may not be applicable and therefore should not be interpreted as necessarily being typical of vocational activities in all locations." (My underlining.)

We have reproduced the GAO report for the use of those individuals requesting copies and have taken this statement and placed it on the front title page. We believe the GAO should have placed the statement there in the first place. Our contention is that not only are the statements not entirely applicable to the states not reviewed but they cannot be generalized even to the seven states that were reviewed.

One further criticism of the report in general. It is difficult for us to understand why the draft report was the subject of several adverse news articles appearing prior to the release of the final report. The copies we received indicated that they were to be of a confidential nature. I expressed to my Congressman, Mr. Quie, and to my Senator, Mr. Mondale, that this kind of operation made it very difficult for the GAO to change the final report because of the extensive distribution made of the draft report. For all practical purposes the draft report was the final report and GAO should have indicated it as such.

Since the statements contained in the review are not identified with any states, it is impossible to answer any inaccuracies that may be in the report. Our reply to the report will be an identification of statements used as they pertain to the situation in Minnesota. Unfortunately there is a principle of political expediency involved. When we complain about generalized statements we are told that the statements didn't apply to this state -- they were meant for other states. Needless to say "other" states are told the same thing. In order to compare Minnesota with other states I am including a summary of "Project Baselines" as Attachment # 1.

Many of the statements in the report are simple statement of fact with which no one can quarrel. One statement appears in the Digest and indicates that "over $3 billion of Federal funds have been expended since the enactment of the Vocational Education Act in 1963." I think this statement should be put in proper perspective. Over the ten year period this averages out to about 300 million dollars each year or about six million dollars per year for the state of Minnesota. During this period of time the state and local educational agencies averaged well over 50 million dollars per year on vocational-technical education. The reason for drawing this to your attention is that throughout the report the GAO keeps referring to the new magic words "catalytic action" (undefined). Since required matching is dollar for dollar, what would GAO call this phenomena? Later on the report points out that states are not maintaining the ratios of state to Federal dollars. It would seem to be obvious to most people that there would be a limit to the maintenance of a 10 to 1 ratio on the part of some states. In 1973 Minnesota expended $8,572,956 of Federal funds and $76,213,723 of state and local funds. It was mentioned in the GAO report that one state director said he did not report all state monies used in vocational education. I believe Minnesota was the state referred to and I was the director. My state has a commendable foundation aid program in which some schools receive as much as $1,182 per student enrolled in average daily membership. A percentage of this should accrue to every student enrolled in a vocational program. This foundation aid is in addition to the 76 million reported by Minnesota. This was not reported because it did not seem to be information that would be of assistance to Federal planners.

The point I was making was that the effort of determining this amount was a waste of time and resources when we were already so far over-matched. The money used for accounting could better be channeled into additional programs to serve people.

The GAO report states that organizational patterns at all levels fragment responsibility and result in independent and isolated planning *for vocational education. Most people working in vocational programming would agree with this finding. State and local governments have had a good teacher who promoted this proliferation -- the Federal government. State directors of vocational education as well as teachers and local administrators have taken a strong position on the "sole agency" concept which has been a part of vocational acts since 1917. Proposals before the Congress now are suggesting a proliferation of agencies in a new vocational act. Congress has directly contributed to the proliferation of agencies through the Comprehensive Employment and Training Act and numerous other acts. States are always influenced by these Congressional Acts and the proliferation of agencies occurs in the states as a result. Perhaps GAO was suggesting that now is the time for action towards the creation of a Department of Education and Manpower. On several previous appearances before this committee we have engaged in discussion as to the advisability of such a department and have received the impression that the idea is good but "the time is not ripe." The criticism by GAO with respect to proliferation of agencies would seem to support the contention that the time is not only ripe but long past due.*

In the report, GAO questions the manner in which Federal funds have been distributed in the states. Again, we cannot comment on other states nor will we contend that Minnesota's distribution methods are without fault. It is our contention that you cannot look at the distribution of Federal funds without looking at the total picture involving state funds as well. The review speaks of concentrating Federal dollars in selected agencies. This has been a standard operating procedure on the part of USOE in its use of Part "D" monies, yet in Minnesota some of our most promising developments have occured because of an incentive of a very small amount of money. Besides this the 1968 act addresses itself to people needs -- not geographical needs. The question can be asked, is an agency with a small population any less eligible to have the few needy individuals served than the agency with a high population and therefore more needy individuals?

GAO suggests that "secondary schools, community colleges, and area vocational technical institutes could have made better use of their own facilities and explored opportunities to share each other's resources and those of federally supported manpower programs, military installations, proprietary schools or employers site." With the number of these institutions in the United States this statement is probably true in some states. The problem is a two way street. Duplicated facilities are not always the fault of state and local agencies. Congress should be concerned as to whether the Federal agencies are using state and local facilities rather than duplicating facilities, programs, and systems needlessly. The Congress has, rather than build and strengthen state and local education systems, duplicated these through such programs as those found in DOL and particularly the Job Corps. Congress has, in fact, set up a second system in this country. It could have built on what existed to the benefit of everyone except possibly the Department of Labor.

The review by GAO states that "work experience often has not been an integral component of the vocational curriculum." Most of the states surveyed, and most certainly Minnesota, have extensive cooperative programs using employers work stations. In 1973 the state had

15,824 enrolled and in 1974 this had increased to 17,869. GAO later makes some recommendations about these types of On-the-Job Training Programs that are worthy of careful consideration by Congress.

The General Accounting Office states that "public and private sources of equipment and supplies have not been fully explored." We can only answer that if there are sources which have been unexplored we would appreciate knowing about them. Our experience in such exploration of sources has been a frustrating one with the Secretary of HEW providing unnecessary hurdles that have worked to the disadvantage of our efforts. Of immediate concern on the matter of equipment is the Congressional intention with respect to metrication of American industry and the time lines imposed. Our State Board has indicated a conversion in text books by 1984. If this is a reasonable period of time our state should be allocating monies to affect a conversion of equipment in the amount of about $500,000 or more a year for the facilitation of such conversion. This has implication for the DIR program. Attachment #2.

GAO said, "responsibility for job placement assistance has not been routinely assumed by schools and follow-up on graduates and employers has been marginal or non-existent." We challenge this statement. Job placement has been a traditional responsibility for post-secondary institutions for over 25 years. The future of the program has been dependent on successful placement and the instructor's job is contingent on the program continuing. The incentive for successful placement of students in such a case is great. In the case of secondary students our efforts at placement has been much less successful and GAO's criticism is probably correct. We have started piloting some secondary placement *efforts. The problem of making the effort in 33 post-secondary AVTIs is considerably different than making a placement effort in 437 secondary schools of the state.*

In its "Matters for Consideration by the Congress" GAO suggests setting a limit on the amount of Federal funds that can be retained at the state level. This is a reference to its later comments that the money spent at the state level is "administrative" monies. At no time were we ever appraised of what constituted "administrative" dollars. The conclusion that state level funds are administrative funds is a conclusion that is unworthy of an organization that has audited the government contracts of the largest industries in the nation. Funds expended at the corporate or home office level are not all administrative funds and neither are all the funds expended at the state level of VEA monies.

GAO keeps referring to catalytic action. Where does GAO think the catalytic action occurs? In our state we have 437 school districts, most of which are small. Will the VEA monies allocated to well over 300 small schools provide any catalytic action? This action is provided by state staff who are not administrative staff but are catalysts in the truest sense.

A potentially creditable agency has substituted ambiguity for reality and their generalized conclusions are intolerable if not unbelievable.

STATE: MINNESOTA
1972-73

MINNESOTA STATE DEPARTMENT OF VOCATIONAL EDUCATION

Address: Capitol Square Building
St. Paul, MN 55101
Phone: (612) 296-3994

Superintendent of Public Instruction:	Mr. Howard B. Casmey
Director of Vocational Education:	Mr. Robert Van Tries
Director, Career Education:	Mr. Leonard Kodet
Director, Research Coordinating Unit:	Dr. Howard F. Nelson and Dr. Jerome Moss
Director, Data Processing:	Mr. Dick Locke
Data Information Specialist:	Mr. Mel Johnson

MINNESOTA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Address: 555 Wabasha
Room 201
St. Paul, MN 55101
Phone: (612) 222-8459
Executive Director: Mr. Jerry Enright

POPULATION
(1970 Census)

Total Population
3,804,971

Population by Location
SMSA: 2,165,029
Central City: 928,411
Non-SMSA: 1,639,942

Population by Race
Negro: 34,868
Am. Indian: 23,128
Oriental: 5,025
White: 3,736,038
Other: 5,912

LATINO
PERMANENT · 37,500 EST
MIGRANT -- 15,000 EST

Population by Age
15 - 19 years: 373,405
20 - 24 years: 292,037
25 - 64 years: 1,581,183

CONTACT HOURS

Secondary
C & H 1 hour/day
T & I 6 hours/day
Coop. 1 hour and 2-3 hours
on the job.

Post-Secondary
6 hours/day

Adult
36 hours/program

DEFINITIONS OF VOCATIONAL EDUCATION
BY SPECIFIC CRITERIA

VOCATIONAL EDUCATION:

CRITERIA:		S	PS	A
#1	Specific Number of Contact Hours Required	Yes	Yes	No
#2	Must Provide Job Entry Level Skills	Yes	Yes	Yes
#3	Must Include Cooperative Education or Work Experience	No	No	No
#4	Must Provide Training in a Cluster of Occupations	Yes	No	No
#5	Instructional Personnel must be Certificated with Work experience in Field Taught.	Yes	Yes	Yes
#6	Must have a Business/Industry Labor/Community Advisory Council	Yes	Yes	No
#7	Must Include Vocational Guidance and Counseling	No	No	No
#8	Must Include Basic Education and Work Related Skills			
#9	Must Include Job Placement Assistance	No	Yes	No
#10	Must Be Based or Employment Demand	Yes	Yes	Yes
#11	Must Be Federally Funded	No	No	No
#12	Other	No	No	No

POST-SECONDARY EDUCATION:

CRITERIA:		
#1	Must Be Enrolled in Grades 13 or 14	No
#2	Must Be Enrolled In a Junior or Community College Or Other 2 yr. Institution	Yes
#3	Must Attend Day Time Classes Only	No
#4	Must Have High School Diploma or G.E.D.	No
#5	Must Pass Entrance Exam (Other Than G.E.D.)	[✓ Yes] no

ADULT EDUCATION:

CRITERIA:	#1 Must Meet Specific Age Requirement	#2 Must Be Enrolled In Evening Classes Only	#3 Completion Of Specific Number of Prior School Years	#4 College Credit Received	#5 Specific Number Of Contact Hours
	No	No	No	No	No

COMPLETIONS:

CRITERIA:	#1 Must Complete One Vocational Course			#2 Must Complete Specific Number Of Contact Hours			#3 Must Complete Specific Grade Level			#4 Must Pass Achievement Test			#5 Based on Teacher's Judgment		
	S	PS	A	S	PS	A	S	PS	A	S	PS	A	S	PS	A
	No	No	Yes	No	No	No	No	No	No	No	No	No	Yes	Yes	Yes

EARLY LEAVERS:

CRITERIA:	#1 Completes Specific Number of Contact Hours Prior To Leaving	#2 Obtains Job Based on Skills Learned in Program	#3 Drops Out Of School	#4 Drops Out Of Vocational Program	#5 Passes Achievement Test	#6 Based On Judgement of Teacher
	No	Yes	Yes	No	No	Yes

RELATED FIELDS:

CRITERIA:	#1 Field is Within Cluster For Which Students Was Trained	#2 Field Is Within Same U.S.O.E. Code For Which Student Was Trained	#3 Field Is Related By Work Content	#4 Field Is Related By Title Only	#5 Any Field In Which Student Finds Employment	#6 Teacher Determines
	No	No	No	Yes	No	No

ENROLLMENT

TOTAL VOCATIONAL ENROLLMENT

Secondary: 153,552 **Post-Secondary:** 24,239 **Adult:** 118,633 **Total:** 296,424

VOCATIONAL ENROLLMENT BY LOCATION

SMSA: 91,143 or 30.75 percent of Total
Central City: 45,062 or 15.20 percent of Total
Non-SMSA: 205,281 or 69.25 percent of Total

VOCATIONAL EDUCATION BY PROGRAM

Agriculture: 43,445 Distributive Education: 17,609 Health: 6,399
Consumer and Homemaking: 101,669 Occupational Home Economics: 8,163
Office: 32,342 Technical: 9,743 Trade and Industry: 77,054

VOCATIONAL EDUCATION ENROLLMENT BY AGE GROUP

Secondary Enrollment: 153,552 or 41.12 percent of population 15-19 years
Post-Secondary Enrollment: 24,239 or 8.30 percent of population 20-24 years
Adult Enrollment: 118,633 or 7.50 percent of population 25-64 years

VOCATIONAL EDUCATION FINANCES

FEDERAL ALLOCATION: $10,451,885 FEDERAL EXPENDITURES: $8,572,956
TOTAL EXPENDITURES: $84,786,679 STATE/LOCAL EXPENDITURES: $76,213,723

EXPENDITURES BY LEVEL

Secondary: $23,516,000 or 27.74 % Post-Secondary: $55,758,000 or 65.76 %
Adult: $5,513,000 or 6.50 %

EXPENDITURES BY LOCATION

SMSA: $35,002,446 or 41.28 % Central City: $15,142,052 or 17.86 %
Non-SMSA: $49,784,195 or 58.72 %

TOTAL INSTRUCTIONAL COSTS: $71,704,149 or 84.57 %
Administration: $5,960,381 or 7.03 %
Construction Costs (New): $5,317,732 or 6.27 %
TOTAL ANCILLARY COSTS: $6,867,925 or 8.10 %

VOCATIONAL EDUCATION TEACHERS AND TEACHER TRAINEES

TOTAL FULL AND PART TIME TEACHERS 5,838 (Unduplicated)

F.T.E. TEACHERS FOR SECONDARY AND POST-SECONDARY LEVELS AND FULL AND PART TIME TEACHERS FOR ADULT LEVEL (Duplicated)

	AG	DE	HEALTH	C&H	OCCUP HE	OFFICE	TECH	T&I	TOTAL
Secondary	336	157	31	788	90	430	0	410	2,242
Post-Secondary	60	119	180	0	96	604	188	757	2,004
Adult	318	189	98	130	172	452	260	954	2,573
Total	714	465	309	918	358	1,486	448	2,121	6,819

TOTAL VOCATIONAL EDUCATION TEACHER TRAINEES 6,628
Pre-Service 2,324
In-Service 4,304

Teacher Trainees by Program
(Pre and In-Service)

	AG	DE	HEALTH	C&H	OCCUP HE	OFFICE	TECH	T&I	TOTAL
Total	456	553	304	975	246	1,342	495	2,257	6,628

TOTAL INSTRUCTIONAL SALARIES: $58,324,653

TOTAL INSTRUCTIONAL SALARIES BY LEVEL
Secondary: $11,338,670 Post-Secondary: $35,249,246 Adult: $3,631,498

TOTAL INSTRUCTIONAL COSTS: $71,704,149

TOTAL INSTRUCTIONAL COSTS PER STUDENT BY LEVEL
Secondary: $88.74 Post-Secondary: $1,866.56 Adult: $31.53

VOCATIONAL EDUCATION FOR THE DISADVANTAGED

TOTAL DISADVANTAGED ENROLLMENT: 7,813
TOTAL DISADVANTAGED EXPENDITURE: $4,503,555
COST PER DISADVANTAGED STUDENT: $576.42

DISADVANTAGED ENROLLMENT BY LEVEL

Secondary: 3,516 Post-Secondary: 3,047 Adult: 1,250 Total: 7,813

SPECIAL PROGRAMS FOR THE DISADVANTAGED

WE/CEP (Work Experience/Career Exploration Program). This program grew by 32 percent during the 1972-73 school year. The program is sanctioned by the U. S. Department of Labor, allowing fourteen and fifteen-year-olds to work in the community during school hours. It is designed as a dropout prevention program. According to follow-up study, it has been highly successful. Approximately 660 students were served at a cost slightly over $273,000.

SPECIAL PROGRAMS FOR THE DISADVANTAGED (Continued)

RED LAKE INDIAN RESERVATION - Four new vocational programs were added at the Red Lake High School and funded entirely with special needs money. The program areas were Food Service, Auto Mechanics, Construction Trades, and Model Office. Preliminary evaluation and follow-up reports indicated that the programs were well received and that all graduates either had jobs or were going on to further training.

WORK EXPERIENCE PROGRAMS - Work Experience continued to use a large portion of Special Needs funds. A growth of 20 percent was experienced throughout the state in the past year. It is a program designed for those students who have not yet made a career training choice.

CORRECTIONS - The Department of Education has for a number of years cooperated with the Department of Corrections in providing incarcerated youth and adults with Vocational Education as well as counselors or liaison to assist them in making a smooth transition into employment. A nationally recognized transportation cluster training program was developed at Sandstone, Minnesota, serving inmates from the correctional institution.

PERCENT OF TOTAL VOCATIONAL EDUCATION ENROLLMENT THAT ARE DISADVANTAGED: 2.64
PERCENT OF FEDERAL FUNDS EXPENDED FOR DISADVANTAGED: 23.05
PERCENT OF STATE AND LOCAL FUNDS EXPENDED FOR DISADVANTAGED: 3.32

EXPENDITURES FOR DISADVANTAGED BY GRADE LEVEL

Secondary: $3,103,000 Post-Secondary: $728,000 Adult: $671,000

VOCATIONAL EDUCATION FOR THE HANDICAPPED

TOTAL HANDICAPPED ENROLLMENT: 2,205
TOTAL HANDICAPPED EXPENDITURE: $1,736,072
COST PER HANDICAPPED STUDENT: $787.33

HANDICAPPED ENROLLMENT BY LEVEL

Secondary: 1,300 Post-Secondary: 773 Adult: 132 Total: 2,205

SPECIAL PROGRAMS FOR THE HANDICAPPED

A person is vocationally handicapped if his handicapping condition hinders him from successfully competing in a regular vocational class. The handicapped monies were spent on support services in regular classes, special classes designed to assist in overcoming the handicapping condition, and developing modified curriculum material. Services utilizing the handicapped set-aside money were expanded.

Work experience for the handicapped experienced a growth of about 20 percent.

VOCATIONAL EDUCATION FOR THE HANDICAPPED

PERCENT OF TOTAL VOCATIONAL EDUCATION ENROLLMENT THAT ARE HANDICAPPED: 0.74
PERCENT OF FEDERAL FUNDS EXPENDED FOR HANDICAPPED: 11.56
PERCENT OF STATE AND LOCAL FUNDS EXPENDED FOR HANDICAPPED: 0.98

EXPENDITURES FOR HANDICAPPED BY LEVEL

Secondary: $942,000 **Post-Secondary:** $222,000 **Adult:** $283,000

COOPERATIVE EDUCATION

TOTAL NUMBER ENROLLED IN COOPERATIVE PROGRAMS: 15,824
TOTAL EXPENDITURES FOR COOPERATIVE EDUCATION (G Only): $780.921
FEDERAL EXPENDITURES (G Only): $369.465
STATE/LOCAL EXPENDITURES (G Only): $411,456
COST PER STUDENT IN COOPERATIVE PROGRAMS (G Funds Only): $49.35

COOPERATIVE ENROLLMENT BY PROGRAM

Agriculture: 0
Distributive Education: 7,042
Health: 2,333
Occupational Home Economics: 623
Office: 3,255
Technical: 0
Trade and Industry: 2,571

NUMBER OF SCHOOLS OFFERING COOPERATIVE EDUCATION
Secondary: 33 **Post-Secondary:** 0

WORK STUDY

TOTAL ENROLLMENT IN WORK STUDY: 705
TOTAL WORK STUDY EXPENDITURES: $148.191
COST PER STUDENT IN WORK STUDY: $210.20

WORK STUDY ENROLLMENT AND EXPENDITURES BY LEVEL

	ENROLLMENT	EXPENDITURES	COST PER STUDENT
Secondary	0	0	0
Post-Secondary	705	$148,191	$210.20

NUMBER OF SCHOOLS OFFERING WORK STUDY
Secondary: 0 **Post-Secondary:** 28 Area Voc.-Tech. Institutions

FOLLOW-UP OF VOCATIONAL EDUCATION

	NO. OF COMPLETIONS	EARLY LEAVERS	CONT. EDUC.	AVAIL. FOR WORK	PLACED
Secondary	29,086		6,349	18,534	17,746
Post-Secondary	18,749		517	16,847	15,965
Adult	None	None	None	None	None
Total	47,835	1,715*	6,866	35,381	33,711

*Not Available by Levels

FOLLOW-UP BY PROGRAM

	NO. OF COMPL.	EARLY LEAVERS	CONT. EDUC.	AVAIL. FOR WORK	PLACED
Agriculture	5,073	0	2,272	2,667	2,651
Distributive Education	7,588	380	1,538	5,360	5,148
Health	3,219	0	11	2,000	2,000
Occup. Home Economics	4,610	79	1,851	1,929	1,870
Office	10,698	379	463	9,113	8,924
Technical	2,570	90	77	1,971	1,882
Trade and Industry	14,077	787	654	12,341	11,236

RESEARCH (PART C)

TOTAL NUMBER OF NEW PROJECTS: 1
EXPENDITURES FOR NEW PROJECTS: $11,499
RCU EXPENDITURES: $177,128

NUMBER OF CONTINUING PROJECTS: 3
EXPENDITURES FOR CONTINUING PROJECTS: $90,579

Eight agencies were awarded funds for conducting research activities during Fiscal Year 1973. The projects engaged in ranged in scope from data gathering, analyzing, and processing for information systems support to evaluation of curriculum/instructional practices and included a variety of target populations, both of level and position. Several of the projects were longitudinal in nature, having been initiated previously and continuing during Fiscal Year 1973.

Four projects were conducted to supplement or expand the Vocational-Technical Education information system.

Three projects were initiated to design and test selected curriculum/instructional concepts, techniques, or practices.

EXEMPLARY (PART D)

TOTAL NUMBER OF PROJECTS: 8
TOTAL NUMBER OF NEW PROJECTS: 7
EXPENDITURES FOR NEW PROJECTS: $117,042
EXPENDITURES FOR HANDICAPPED: $7,820
EXPENDITURES FOR DISADVANTAGED: $13,985

TOTAL EXPENDITURES: $132,995
TOTAL NUMBER OF CONTINUING PROJECTS: 1
EXPENDITURES FOR CONTINUING PROJECTS: $15,953

EXEMPLARY (PART D) (Continued)

PART D EXEMPLARY PROJECTS

Exemplary programs or projects utilizing Part D funds are conducted for the purpose of field testing innovative career education practices and procedures.

A total of twelve projects were started, in process, or completed during Fiscal Year 1973.

A synopsis of the purpose for each project is as follows: 1) develop a system for identifying and instigating course content appropriate to secondary and post-secondary vocational programs (curriculum articulation); provide for advanced standing to students for competencies possessed; 2) develop curriculum materials using an individualized learning package format for selected post-secondary occupational programs; 3) develop and implement a system of individualized instruction addressed to: (a) building upon relevant past experiences, (b) utilizing an open entry/open exit enrollment system, and (c) recognizing the learning rate of individual students; 4) develop and implement a system designed to provide guidance-counseling information, listing programs and training stations available at Area Vocational-Technical Institutes; 5) develop guidance-counseling materials describing career opportunities in the fashion merchandising field; 6) develop a program of career exploration opportunities for senior high school students in a large suburban school; 7) provide foreign training experiences to Vocational Education students and graduates in cosmetology; 8) develop and implement a system for more effectively and efficiently utilizing resources available to Vocational Education; 9) develop a program for orienting and in-servicing the staff of a large urban school in the concepts of career education; 10) field test a program utilizing practitioners as presenters in providing orientation and in-service training on the concepts of career education; 11) develop and implement a procedure designed to promote staff competency in developing individualized performance-based curriculum; and 12) develop an experiential program utilizing the services of practitioners in providing in-service experiences to Vocational Education administrators.

GUIDANCE AND COUNSELING

TOTAL NUMBER OF PROJECTS: 1,140
RATIO OF COUNSELORS TO STUDENTS: 1:260
EXPENDITURES FOR GUIDANCE AND COUNSELING: $1,048,682
PERCENT OF TOTAL VOCATIONAL EDUCATION EXPENDITURES USED FOR G & C: 1.24

GUIDANCE AND COUNSELING FUNDING BY LEVEL

Secondary: $0 Post-Secondary: $905,000 Adult: $0

YOUTH PROGRAMS

FUTURE FARMERS OF AMERICA (FFA)
TOTAL MEMBERSHIP: 14,886 % OF AG STUDENTS: 34.26

FUTURE HOMEMAKERS OF AMERICA (FHA)
TOTAL MEMBERSHIP: 19,612 % OF SECONDARY HOME ECONOMICS STUDENTS: 19.29

DISTRIBUTIVE EDUCATION CLUBS OF AMERICA (DECA)
TOTAL MEMBERSHIP: 4,879 % OF DE STUDENTS: 27.71

OFFICE EDUCATION OF AMERICA (OEA)
TOTAL MEMBERSHIP: 4,837 % OF OFFICE STUDENTS: 14.96

VOCATIONAL INDUSTRIAL CLUB OF AMERICA (VICA)
TOTAL MEMBERSHIP: 2,813 % OF T&I STUDENTS: 3.65

HOME ECONOMICS AND RELATED TRAINING (HEART)
TOTAL MEMBERSHIP: 654 % OF HE STUDENTS: 8.01

MANPOWER TRAINING

TOTAL OCCUPATIONALLY REPORTED USDL ENROLLMENT: 3,274
MDTA ENROLLMENT: 2,045
EOA ENROLLMENT: 1,229

USDL ALLOCATION IN OCCUPATIONALLY REPORTED PROGRAMS: $15,481,000
MDTA ALLOCATION: $5,717,000
EOA ALLOCATION: $9,764,000

COST PER STUDENT IN USDL OCCUPATIONALLY REPORTED PROGRAMS: $4,728.47
MDTA COST PER STUDENT: $2,795.60
EOA COST PER STUDENT: $7,944.67

MANPOWER ENROLLMENTS BY PROGRAMS

MDTA INSTITUTIONAL: 1,857
MDTA OJT: 188
CEP: 765
NYC: 268
NEW CAREERS: 36
OPERATION MAINSTREAM: 158
PSC: 0
OIC: 2

OUTSTANDING AND UNIQUE PROGRAMS

Pipestone graduated 90 students from the only meat cutting program in the state last year, a program considered to be the most detailed vocational school meat cutting program in the nation. Although there are several similar programs in the United States, Pipestone offers the only course that covers everything from meat raising to the selling of the final cut and packaged product to retail food outlets. The course is two years in length. All available graduates have been placed in related occupations.

OUTSTANDING AND UNIQUE PROGRAMS (Continued)

The Mid State Cooperative Center in Little Falls offered a special education program last year that's considered a model for integrating Vocational Education and special education in the state. The center had 53 participating students, all in grades 9-12. Students worked in three major areas: (1) work study, (2) integration in the mainstream of the academic program and (3) skill training. Two of the major courses were auto mechanics and food services.

Brainerd AVTI offered the first landscaping program in the state last year and produced its first group of graduates from the 21-month course as 78 students finished up their training by June. The course included a three-month internship and all available students found jobs.

Anoka AVTI offered a Farrier or "horse-shoeing" program graduating 24 students from the 41-week course. Most graduates from the course are self employed and servicing stables in the twin cities area. The program at Anoka is the only course of it's kind offered by a vocational school in the nation.

St. Paul TVI and Suburban Hennepin AVTI developed the first foreign study tour for Vocational Education in the United States. Four courses have been arranged for Minnesota students to study in Europe. Although no students participated in the program during the first fiscal year, students will be able to visit Europe to study Cosmetology, Fashion Merchandising and Design, Foreign Car Repair, and International Cuisine in the coming year. Students must pay their own way and will receive academic credit in the program.

St. Cloud [illegible] offered a Water and Waste program last year, graduating 16 students by June from the 18-month course. All students available for work found jobs. Average starting salaries for graduates were in the $700-$800 per month range. Students were trained mainly to become water and waste treatment plant managers.

The model mini-mall at Southern Minnesota Vocational Center in Wells has become a proto-type for other mini-malls across the state. Sixty students participated in the program last year designed to teach high school students basic entry levels skills such as how to stock shelves in a grocery store, how to run a cash register, and how to display different kinds of products to attract consumers.

A DESCRIPTION OF OCCUPATIONALLY REPORTED VOCATIONAL EDUCATION AND MANPOWER TRAINING FISCAL YEARS 1971, 1972, AND 1973

MINNESOTA

TOTAL ENROLLMENT IN VOCATIONAL EDUCATION

The total enrollment in Vocational Education in 1970-71 was 286,202. In 1971-72, the total enrollment increased 5.33 percent to 301,451. The enrollment decreased 1.67 percent in 1972-73 for a total of 296,424. The total percentage increase in enrollment in Vocational Education in the three-year period from 1970-71 to 1972-73 was 3.57 percent.

ENROLLMENT IN THE THREE LEVELS OF VOCATIONAL EDUCATION

Secondary Vocational Education: In 1970-71, the enrollment in secondary Vocational Education was 171,954. In 1971-72, the enrollment increased 3.05 percent to 177,203. In 1972-73, the enrollment in secondary Vocational Education decreased 13.35 percent to 153,552. The total change in the enrollment in secondary Vocational Education in the three-year period from 1970-71 to 1972-73 was a decrease of 10.70 percent.

Post-secondary Vocational Education: In 1970-71, the total enrollment in post-secondary Vocational Education was 20,122. In 1971-72, the enrollment increased 5.01 percent to 21,130. In 1972-73, the enrollment in post-secondary Vocational Education increased 14.71 percent to 24,239. The total increase in the enrollment in post-secondary Vocational Education in the three-year period from 1970-71 to 1972-73 was 20.46 percent.

Adult Vocational Education: In 1970-71, the enrollment in adult Vocational Education was 94,126. In 1971-72, the enrollment increased 9.55 percent to 103,118. In 1972-73, the enrollment in adult Vocational Education, increased 15.05 percent to 118,633. The total change in the enrollment in adult Vocational Education in the three-year period from 1970-71 to 1972-73 was an increase of 26.04 percent.

ENROLLMENT RELATED TO POPULATION

Total Vocational Education Enrollment: In 1970-71, Vocational Education enrolled 74.15 persons out of each 1,000 of the general population. In 1971-72, the enrollment per 1,000 general population increased 4.34 percent for a total of 77.37 persons per 1,000. The enrollment in Vocational Education per 1,000 population in 1972-73 decreased 1.69 percent for a total of 76.06. Total change in enrollment per 1,000 general population over the three-year period from 1970-71 to 1972-73 was an increase of 2.58 percent.

Secondary Vocational Education: In 1970-71, secondary Vocational Education enrolled 46.05 percent of the population 15-19 years of age. In 1971-72, the enrollment as a percent of the population increased 1.41 percentage points to include 47.46 percent of the population group. In 1972-73, the enrollment decreased 6.34 percentage points for a total of 41.12 percent of the population 15-19 years of age. Total change in secondary enrollment as a percent of the population 15-19 years of age over the three-year period from 1970-71 to 1972-73 was a decrease of 4.93 percentage points.

Post-secondary Vocational Education: In 1970-71, post-secondary Vocational Education enrolled 6.9 percent of the population 20-24 years of age. In 1971-72, the enrollment as a percent of the population 20-24 years of age increased 0.34 percentage points for a total of 7.24 percent. The enrollment in post-secondary Vocational Education as a percent of the population 20-24 years of age in 1972-73 increased 1.06 percentage points for a total of 8.30 percent. Total change in post-secondary enrollment as a percent of the population 20-24 years of age over the three-year period from 1970-71 to 1972-73 was an increase of 1.40 percentage points.

Adult Vocational Education: In 1970-71, adult Vocational Education enrolled 6.0 percent of the population age 25-64. In 1971-72, the enrollment percent increased 0.52 percentage points for a total of 6.52 percent of the population 25-64 years of age. The enrollment in adult Vocational Education as a percent of the population 25-64 years of age in 1972-73 increased 0.98 percentage points for a total of 7.50 percent. Total change in adult enrollment as a percent of the population 25-64 years of age over the three-year period from 1970-71 to 1972-73 was an increase of 1.50 percentage points.

SPECIAL PROGRAM ENROLLMENT

Cooperative Vocational Education: In 1970-71, cooperative Vocational Education enrolled 4.96 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education. In 1971-72, cooperative Vocational Education enrolled 5.08 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.12 percentage points. In 1972-73, cooperative Vocational Education enrolled 8.90 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 3.82 percentage points. For the three-year period 1970-71 to 1972-73, cooperative Vocational Education, as a percent of total enrollment in secondary and post-secondary Vocational Education, increased 3.94 percentage points.

Work Study Vocational Education: In 1970-71, work study Vocational Education enrolled 0.26 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education. In 1971-72, work study Vocational Education enrolled 0.31 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.05 percentage points from the previous year. In 1972-73, work study Vocational Education enrolled 0.40 percent of the total number of persons enrolled in secondary and post-secondary Vocational Education; this was an increase of 0.09 percentage points from 1971-72. For the three-year period 1970-71 to 1972-73, work study Vocational Education, as a percent of total enrollment in secondary and post-secondary Vocational Education, increased 0.14 percentage points.

Enrollment of Disadvantaged Persons: The enrollment of disadvantaged persons in 1970-71 was 10,888. In 1971-72, the enrollment was 9,801 which was a decrease of 9.98 percent compared to the previous year's enrollment of disadvantaged persons. As a percent of total Vocational Education enrollment, disadvantaged persons enrollment decreased 0.55 percentage points. In 1972-73, the enrollment of disadvantaged persons was 7,813 which was a decrease of 20.28 percent compared to the previous year's enrollment of disadvantaged persons. As a percent of total Vocational

Education, disadvantaged persons enrollment decreased 0.61 percentage points. The enrollment of disadvantaged persons in 1972-73 decreased 28.24 percent compared to enrollment of disadvantaged persons in 1970-71. When enrollment of disadvantaged persons for this period is compared to total Vocational Education enrollment, it decreased 1.16 percentage points.

Enrollment of Handicapped Persons: The enrollment of handicapped persons in 1970-71 was 5,856. In 1971-72, the enrollment was 5,271 which was a decrease of 9.99 percent compared to the previous year's enrollment of handicapped persons. As a percent of total Vocational Education enrollment, handicapped persons enrollment decreased 0.30 percentage points. In 1972-73, the enrollment of handicapped persons was 2,205 which was a decrease of 58.17 percent compared to the previous year's enrollment of handicapped persons. As a percent of total Vocational Education, handicapped persons enrollment decreased 1.01 percentage points. The enrollment of handicapped persons in 1972-73 decreased 62.35 percent compared to enrollment of handicapped persons in 1970-71. When enrollment of handicapped persons for this period is compared to total Vocational Education enrollment, it decreased 1.31 percentage points.

ENROLLMENT IN OCCUPATIONAL AREAS

Agriculture Education: The enrollment in agriculture education in 1970-71 was 31,917. In 1971-72, the enrollment was 34,180 which was an increase of 7.09 percent compared to the previous year's agriculture education enrollment. As a percent of total Vocational Education enrollment, agriculture education enrollment increased 0.19 percentage points. In 1972-73, the enrollment in agriculture education was 43,445 which was an increase of 27.11 percent compared to the previous year's agriculture education enrollment. As a percent of total Vocational Education, agriculture education enrollment increased 3.32 percentage points. The enrollment in agriculture education in 1972-73 increased 36.12 percent compared to enrollment in agriculture education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in agriculture education increased 3.51 percentage points.

Distributive Education: The enrollment in distributive education in 1970-71 was 14,760. In 1971-72, the enrollment was 15,821 which was an increase of 7.19 percent compared to the previous year's distributive education enrollment. As a percent of total Vocational Education enrollment, distributive education enrollment increased 0.09 percentage points. In 1972-73, the enrollment in distributive education was 17,609 which was an increase of 11.30 percent compared to the previous year's distributive education enrollment. As a percent of total Vocational Education, distributive education enrollment increased 0.69 percentage points. The enrollment in distributive education in 1972-73 increased 19.30 percent compared to enrollment in distributive education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in distributive education increased 0.78 percentage points.

Health Occupations Education: The enrollment in health occupations education in 1970-71 was 4,191. In 1971-72, the enrollment was 4,468 which was an increase of 6.61 percent compared to the previous year's health occupations education enrollment. As a percent of total Vocational Education enrollment, health occupations education enrollment increased 0.02

percentage points. In 1972-73, the enrollment in health occupations education was 6,399 which was an increase of 43.22 percent compared to the previous year's health occupations education enrollment. As a percent of total Vocational Education, health occupations education enrollment increased 0.66 percentage points. The enrollment in health occupations education in 1972-73 increased 52.68 percent compared to enrollment in health occupations education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in health occupations education increased 0.70 percentage points.

Consumer and Homemaking Education: The enrollment in consumer and homemaking education in 1970-71 was 135,966. In 1971-72, the enrollment was 139,817 which was an increase of 2.83 percent compared to the previous year's consumer and homemaking education enrollment. As a percent of total Vocational Education enrollment, consumer and homemaking education enrollment decreased 1.13 percentage points. In 1972-73, the enrollment in consumer and homemaking education was 101,669 which was a decrease of 27.28 percent compared to the previous year's consumer and homemaking education enrollment. As a percent of total Vocational Education, consumer and homemaking education enrollment decreased 12.08 percentage points. The enrollment in consumer and homemaking education in 1972-73 decreased 25.22 percent compared to enrollment in consumer and homemaking education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in consumer and homemaking education decreased 13.21 percentage points.

Occupational Home Economics Education: The enrollment in occupational home economics education in 1970-71 was 12,393. In 1971-72, the enrollment was 13,214 which was an increase of 6.62 percent compared to the previous year's occupational home economics education enrollment. As a percent of total Vocational Education enrollment, occupational home economics education enrollment increased 0.05 percentage points. In 1972-73, the enrollment in occupational home economics education was 8,163 which was a decrease of 38.22 percent compared to the previous year's occupational home economics education enrollment. As a percent of total Vocational Education, occupational home economics education enrollment decreased 1.63 percentage points. The enrollment in occupational home economics education in 1972-73 decreased 34.13 percent compared to enrollment in occupational home economics education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in occupational home economics education decreased 1.58 percentage points.

Office Occupations Education: The enrollment in office occupations education in 1970-71 was 28,560. In 1971-72, the enrollment was 30,691 which was an increase of 7.46 percent compared to the previous year's office occupations education enrollment. As a percent of total Vocational Education enrollment, office occupations education enrollment increased 0.20 percentage points. In 1972-73, the enrollment in office occupations education was 32,342 which was an increase of 5.38 percent of the previous year's office occupations education enrollment. As a percent of total Vocational Education, office occupations education enrollment increased 0.73 percentage points. The enrollment in office occupations education in 1972-73 increased 13.24 percent compared to enrollment in office occupations education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in office occupations education increased 0.93 percentage points.

Technical Education: The enrollment in technical education in 1970-71 was 7,427. In 1971-72, the enrollment was 8,050 which was an increase of 8.39 percent compared to the previous year's technical education enrollment. As a percent of total Vocational Education enrollment, technical education enrollment increased 0.07 percentage points. In 1972-73, the enrollment in technical education was 9,743 which was an increase of 21.03 percent compared to the previous year's technical education enrollment. As a percent of total Vocational Education, technical education enrollment increased 0.62 percentage points. The enrollment in technical education in 1972-73 increased 31.18 percent compared to enrollment in technical education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in technical education increased 0.69 percentage points.

Trade and Industrial Education: The enrollment in trade and industrial education in 1970-71 was 50,988. In 1971-72, the enrollment was 55,210 which was an increase of 8.28 percent compared to the previous year's trade and industrial education enrollment. As a percent of total Vocational Education enrollment, trade and industrial education enrollment increased 0.49 percentage points. In 1972-73, the enrollment in trade and industrial education was 77,054 which was an increase of 39.57 percent compared to the previous year's trade and industrial education enrollment. As a percent of total Vocational Education, trade and industrial education enrollment increased 7.68 percentage points. The enrollment in trade and industrial education in 1972-73 increased 51.12 percent compared to enrollment in trade and industrial education in 1970-71. When compared to total enrollment in Vocational Education, enrollment in trade and industrial education increased 8.17 percentage points.

ENROLLMENT BY RACIAL AND ETHNIC GROUP AND SEX

American Indian: In 1970-71, and 1971-72, the enrollment of American Indians in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Negro: In 1970-71, and 1971-72, the enrollment of Negroes as a percent of the total enrollment in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Oriental: In 1970-71, and 1971-72, the enrollment of Orientals as a percent of total enrollment in Vocational Education was not available. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Spanish-surnamed: In 1970-71, and 1971-72, the enrollment of Spanish-surnamed persons was not available as a percent of total enrollment in Vocational Education. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Other: In 1970-71, and 1971-72, the enrollment of other persons was not available as a percent of the total enrollment in Vocational Education. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

Female and Male: In 1970-71, females constituted 62.0 percent of the total enrollment in Vocational Education; conversely, males constituted 38.0 percent of the total enrollment. In 1971-72, females constituted 61.0 percent of the total enrollment in Vocational Education, conversely, males constituted 39.0 percent. The percentage point change in the balance of females to males was 1.0. The 1973 data cannot be determined because the Federal government did not require this information for 1973.

TOTAL REPORTED EXPENDITURES IN VOCATIONAL EDUCATION

In 1970-71, the total reported expenditure for all levels of Vocational Education (including Federal, State, and local monies) was $48,285,289. In 1971-72, the total reported expenditure increased to $56,385,955. The total reported expenditure for all levels of Vocational Education increased to $84,786,679 in 1972-73.

Total Reported Expenditure Per Student in Vocational Education, All Levels: The total reported expenditure per student in Vocational Education (or the average reported expenditure per student, including all levels and all programs) in 1970-71 was $168.71. In 1971-72, the average reported expenditure per student increased to $187.04. In 1972-73, the average reported expenditure per student increased to $286.03.

TOTAL REPORTED EXPENDITURES PER STUDENT IN THE THREE LEVELS OF VOCATIONAL EDUCATION

Total Reported Expenditure Per Student in Secondary Vocational Education: The total, or average, reported expenditure per student in secondary Vocational Education in 1970-71 was $89.26; this included Federal, State, and local monies as well as all secondary programs. In 1971-72, the average reported expenditure per student in secondary Vocational Education increased to $113.49. In 1972-73, the average reported expenditure per student in secondary Vocational Education increased to $153.14.

Total Reported Expenditure Per Student in Post-secondary Vocational Education: The total, or average, reported expenditure (including Federal, State, and local monies) per student in post-secondary Vocational Education in 1970-71 was $1,483.00; this included all programs at the post-secondary level. In 1971-72, the average reported expenditure per student increased to $1,532.09. The average reported expenditure in 1972-73 increased to $2,300.34.

Total Reported Expenditure Per Student in Adult Vocational Education: In 1970-71, the total reported expenditure (including Federal, State, and local monies) per student in adult Vocational Education was $33.00; this included all programs at the adult level. In 1971-72, the total, or average, reported expenditure per student in adult Vocational Education increased to $37.83. In 1972-73, the average reported expenditure decreased to $46.47 per student.

REPORTED EXPENDITURES FOR DISADVANTAGED AND HANDICAPPED PERSONS

Reported Expenditures for Disadvantaged Persons: In 1970-71, the reported expenditure for disadvantaged persons in Vocational Education was $2,456,524 which was 5.1 percent of the total reported expenditure in

Vocational Education. In 1971-72, the reported expenditure for disadvantaged persons was $3,223,562; this reported dollar expenditure represented 5.7 percent of the total reported expenditure for Vocational Education and was an increase of 0.6 percentage points. In 1972-73, the reported expenditure for disadvantaged persons was $4,503,555; this reported dollar expenditure represented 5.3 percent of the total reported expenditure for Vocational Education and was a decrease of 0.4 percentage points. Over the three-year period from 1970-71 to 1972-73, the reported expenditure for disadvantaged persons increased 0.2 percentage points as a part of the total reported expenditure for Vocational Education.

Reported Expenditures for Handicapped Persons: In 1970-71, the reported expenditure for handicapped persons in Vocational Education was $622,986 which was 1.3 percent of the total reported expenditure in Vocational Education. In 1971-72, the reported expenditure for handicapped persons was $1,254,602; this reported dollar expenditure represented 2.2 percent of the total reported expenditure for Vocational Education and was an increase of 0.9 percentage points. In 1972-73, the reported expenditure for handicapped persons was $1,736,072; this reported dollar expenditure represented 2.0 percent of the total reported expenditure for Vocational Education and was a decrease of 0.2 percentage points. Over the three-year period from 1970-71 to 1972-73, the reported expenditure for handicapped persons increased 0.7 percentage points as a part of the total reported expenditure for Vocational Education.

RATIO OF REPORTED STATE AND LOCAL EXPENDITURES TO REPORTED FEDERAL EXPENDITURES

In 1970-71, reported State and local expenditures for Vocational Education were $40,383,975, while reported expenditure of Federal monies was $7,901,314; the ratio of reported expenditure of State and local monies to Federal monies was $5.11:1. In 1971-72, the reported expenditure of State and local monies was $47,428,104, while reported expenditure of Federal monies was $8,957,851; the resulting ratio was $5.29:1. In 1972-73, the reported expenditure of State and local monies totaled $76,213,723, while reported expenditure of Federal monies was $8,572,956; the ratio of reported expenditure of State and local monies to Federal monies was $8.89:1.

COMPLETIONS AND PLACEMENTS IN VOCATIONAL EDUCATION

While the paragraphs below provide additional detail about the three years under study, employment of persons who received Vocational Education, at all levels, can be summarized as follows:

> The number of persons employed as a percent of the combined number of completers and early leavers was not available in 1971; in 1972 it was 65.99 percent, and in 1973, 68.03 percent.
>
> The number of persons employed as a percent of all persons available for work was not available in 1971; it was 89.72 in 1972; and 95.28 in 1973.

Placement of All Persons Receiving Vocational Education At All Levels: In 1970-71, the total number of persons completing a Vocational Education program (completers) was 39,839; the total number of persons who left prior to completion time with marketable skills (early leavers) was not available.

Of the completers, 30,820 were known to be available for placement.

In 1971-72, the total number of persons completing a Vocational Education program was 41,560; the total number of persons who left prior to completion time with marketable skills was 2,081. Of these two groups, 32,097 were known to be available for placement. Of all completers and early leavers, a followup determined that 65.99 percent were employed. Of persons who were available for work, 89.72 percent were employed.

In 1972-73, the total number of persons completing a Vocational Education program was 47,835; the total number of persons who left prior to completion time with marketable skills was 1,715. Of these two groups, 35,381 were known to be available for placement. Of all completers and early leavers, a followup determined that 68.03 percent were employed. Of persons who were available for work, 95.28 percent were employed.

Placement of All Persons Receiving Secondary Vocational Education: In 1970-71, the number of persons completing a secondary Vocational Education program was 20,948; the number of persons who left prior to completion time with marketable skills was 887. Of these two groups, 14,616 were known to be available for placement. Of all completers and early leavers, a followup determined that 59.36 percent were employed. Of persons who were available for work, 88.68 percent were employed.

In 1971-72, the number of persons completing a secondary Vocational Education program was 21,973; the number of persons who left prior to completion time with marketable skills was 918. Of these two groups, 15,310 were known to be available for placement. Of all completers and early leavers, a followup determined that 59.39 percent were employed. Of persons who were available for work, 88.79 percent were employed.

In 1972-73, the number of persons completing a secondary Vocational Education program was 29,086; the number of persons who left prior to completion time with marketable skills was not available. Of the completers, 18,534 were known to be available for placement. Of persons who were available for work, 95.75 percent were employed.

Placement of All Persons Receiving Post-secondary Vocational Education: In 1970-71, the number of persons completing a post-secondary Vocational Education program was 15,565; the number of persons who left prior to completion time with marketable skills was 944. Of these two groups, 13,121 were known to be available for placement. Of all completers and early leavers, a followup determined that 71.94 percent were employed. Of persons who were available for work, 90.51 percent were employed.

In 1971-72, the number of persons completing a post-secondary Vocational Education program was 16,209; the number of persons who left prior to completion time with marketable skills was 982. Of these two groups, 13,652 were known to be available for placement. Of all completers and early leavers, a followup determined that 71.87 percent were employed. Of persons who were available for work, 90.51 percent were employed.

In 1972-73, the number of persons completing a post-secondary Vocational Education program was 18,749; the number of persons who left prior to completion time with marketable skills was not available. Of the completers, 16,847 were known to be available for placement. Of persons who were available for work, a followup determined that 94.76 percent were employed.

Placement of All Persons Receiving Adult Vocational Education: In 1970-71, the number of persons completing an adult Vocational Education program was 3,326; the number of persons who left prior to completion time with marketable skills was 176. Of these two groups, 3,083 were known to be available for placement. Of all completers and early leavers, a followup determined that 80.01 percent were employed. Of persons who were available for work, 90.89 percent were employed.

In 1971-72 the number of persons completing an adult Vocational Education program was 3,378; the number of persons who left prior to completion time with marketable skills was 181. Of these two groups, 3,135 were known to be available for placement. Of all completers and early leavers, a followup determined that 79.99 percent were employed. Of persons who were available for work, 90.81 percent were employed.

In 1972-73, no followup was made of adults.

ENROLLMENT IN OCCUPATIONALLY REPORTED PROGRAMS -- U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

Programs administered by the U.S. Department of Labor can be categorized a number of ways, such a occupationally reported, basic education, and subsistence. In the paragraphs which follow, only those programs are reported which focus on training for employment (occupationally reported).

Total Enrollment in Occupationally Reported Programs, Including Both MDTA Programs and EOA Programs: The total enrollment in occupationally reported Department of Labor programs in 1970-71 was 7,571. In 1971-72, the enrollment decreased to 6,976 persons. The enrollment decreased in 1972-73 to 3,274 persons.

Total Enrollment in MDTA Programs: The total enrollment in MDTA programs in 1970-71 was 3,106. In 1971-72, the enrollment increased to 4,463. In 1972-73, the total enrollment in MDTA programs decreased to 2,045.

Enrollment in Five MDTA Occupationally Reported Programs: MDTA Institutional. The enrollment in MDTA Institutional programs in 1970-71 was 2,286. In 1971-72, the enrollment increased to 2,382. The enrollment decreased to 1,857 in 1972-73.

MDTA On-Job-Training. In 1970-71, the enrollment in MDTA On-Job-Training was 820. In 1971-72, the enrollment decreased to 358. The enrollment decreased to 138 in 1972-73.

MDTA Part-Time. In 1971-72, (the only year for which data were available) there was no enrollment in MDTA Part-Time programs.

MDTA Job Opportunities in Business (JOP): Entry. In 1971-72, (the only year for which data were available) the enrollment in MDTA-JOP Entry programs was 1,582 persons.

MDTA Job Opportunities in Business (JOP): Upgrade. In 1971-72, (the only year for which data were available) the enrollment in MDTA-JOP Upgrade was 141.

Total Enrollment in EOA Occupationally Reported Programs: The total enrollment in EOA programs in 1970-71 was 4,465. In 1971-72, the enrollment decreased to 2,513 persons. In 1972-73, the total enrollment in EOA programs decreased to 1,229.

Enrollment in Six EOA Occupationally Reported Programs: Work Incentive (WIN). The enrollment in the WIN program in 1970-71 was 1,362. In 1971-72, the enrollment decreased to 998. Enrollment data were not available in 1972-73.

Concentrated Employment Program (CEP). The CEP enrollment in 1970-71 was 1,464 persons. In 1971-72, the enrollment decreased to 841. In 1972-73, the enrollment in CEP decreased to 765 persons.

Neighborhood Youth Corps (NYC). In 1970-71, the enrollment in the NYC program was 330. In 1971-72, the enrollment increased to 426. The enrollment in the NYC program in 1972-73 decreased to 268 persons.

Operation Mainstream. In 1970-71, the enrollment was 355 persons in Operation Mainstream programs. In 1971-72, the enrollment decreased to 191 persons. The enrollment decreased to 158 persons in 1972-73.

Public Service Careers (PSC). In 1970-71, the enrollment in Public Service Careers was 39. In 1971-72, the enrollment increased to 57 persons. The enrollment decreased to 36 persons in 1972-73.

Occupational Industrialization Centers (OIC). In 1970-71, the enrollment in OIC programs was 833 persons. Data were not available for 1971-72. In 1972-73, the enrollment decreased to 2 persons.

ENROLLMENT OF RACIAL AND ETHNIC GROUPS IN OCCUPATIONALLY REPORTED U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

American Indian: In 1970-71, the enrollment of American Indians was 6.60 percent of the total enrollment in U.S. Department of Labor training programs. This was 5.99 percentage points more than the 0.61 percent of the general population which was American Indian. In 1971-72, the enrollment of American Indians was 7.81 percent of the total enrollment in U.S. Department of Labor training programs. This was 7.20 percentage points more than the 0.61 percent of the general population which was American Indian. In 1972-73, the enrollment of American Indians was 8.52 percent of the total enrollment in U.S. Department of Labor training programs. This was 7.91 percentage points more than the 0.61 percent of the general population which was American Indian.

Negro: In 1970-71, the enrollment of Negroes was 7.43 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.51 percentage points more than the 0.92 percent of the general population which was Negro. In 1971-72, the enrollment of Negroes was 7.28 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.36 percentage points more than the 0.92 percent of the general population which was Negro. In 1972-73, the enrollment of Negroes was 7.76 percent of the total enrollment in U.S. Department of Labor training programs. This was 6.84 percentage points more than the 0.92 percent of the general population which was Negro.

Oriental: In 1970-71, the enrollment of Orientals was 0.16 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.03 percentage points more than the 0.13 percent of the general population which was Oriental. In 1971-72, the enrollment of Orientals was 0.22 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.09 percentage points more than the 0.13 percent of the general population which was Oriental. In 1972-73, the enrollment of Orientals was 0.24 percent of the total enrollment in U.S. Department of Labor training programs. This was 0.11 percentage points more than the 0.13 percent of the general population which was Oriental.

Spanish-surnamed: Programs administered by the U.S. Department of Labor do not report the enrollment of Spanish-surnamed persons as a separate group.

Other: The term "other" as used in the following paragraph refers to persons and groups other than those previously identified as a racial or ethnic minority. Consequently, the "other" group is made up of several, such as the Spanish-surnamed and the white or Caucasian majority.

In 1970-71, the enrollment of others was 85.80 percent of the total enrollment in U.S. Department of Labor training programs. This was 12.54 percentage points less than the 98.34 percent of the general population which was other. In 1971-72, the enrollment of others was 85.81 percent of the total enrollment in U.S. Department of Labor training programs. This was 12.53 percentage points less than the 98.34 percent of the general population which was other. In 1972-73, the enrollment of others was 83.48 percent of the total enrollment in U.S. Department of Labor training programs. This was 14.86 percentage points less than the 98.34 percent of the general population which was other.

AVERAGE FEDERAL ALLOCATION PER TRAINEE IN OCCUPATIONALLY REPORTED U.S. DEPARTMENT OF LABOR TRAINING PROGRAMS

Occupationally Reported MDTA Programs: The Federal allocation for MDTA programs, when divided by the number of trainees, resulted in an average of $2,237.00 per trainee in 1970-71. In 1971-72, the average per trainee was $1,550.53, which was a decrease of $686.47 per trainee. In 1972-73, the average per trainee was $2,795.60, which increased from the previous year by $1,245.07. Over the three-year period from 1970-71 to 1972-73, the Federal allocation for MDTA, when divided by the number of trainees, increased an average of $558.60 per trainee.

Occupationally Reported EOA Programs: The Federal allocation for EOA programs, when divided by the number of trainees, resulted in an average of $3,008.00 per trainee in 1970-71. In 1971-72, the average per trainee was $4,438.92, which was an increase of $1,430.92 per trainee. In 1972-73, the average per trainee was $7,944.67 which increased from the previous year by $3,505.75. Over the three-year period from 1970-71 to 1972-73, the Federal allocation for EOA, when divided by the number of trainees, increased an average of $4,936.67 per trainee.

A CONTRAST OF FEDERALLY REPORTED PROGRAMS -- VOCATIONAL EDUCATION, MDTA, AND EOA

In the following paragraph, the term "manpower" refers to enrollments which have been combined, or MDTA programs and EOA programs.

In 1970-71, the total enrollment in federally reported programs, including Vocational Education and manpower, was 293,773. Of the total, Vocational Education enrolled 286,202 or 97.42 percent and manpower enrolled 7,571 or 2.58 percent. In 1971-72, the total enrollment in federally reported programs was 308,427 persons; Vocational Education enrolled 301,451 or 97.74 percent of the total and manpower enrolled 6,976 or 2.26 percent of the total number of persons. In 1972-73, the total enrollment in federally reported programs was 299,698 persons; Vocational Education enrolled 296,424 or 98.91 percent of the total and manpower enrolled 3,274 or 1.09 percent of the total number of persons.

Distribution of Federal Funds to Vocational Education, MDTA, and EOA: In 1970-71, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $25,533,314. Of this total, the amount expended through Vocational Education was $7,901,314 or 30.9 percent of the total. The allocation for MDTA was $6,951,000 or 27.2 percent of the total. The allocation for EOA was $10,681,000 or 41.8 percent of the total Federal monies.

In 1971-72, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $27,032,851. Of this total, the amount expended through Vocational Education was $8,957,851 or 33.1 percent of the total. The allocation for MDTA was $6,920,000 or 25.6 percent of the total. The allocation for EOA was $11,155,000 or 41.3 percent of the total Federal funding.

In 1972-73, the total Federal funding for occupationally reported training through Vocational Education, MDTA, and EOA was $24,053,956. Of this total, the amount expended through Vocational Education was $8,572,956 or 35.6 percent of the total. The allocation for MDTA was $5,717,000 or 23.8 percent of the total. The amount allocated for EOA was $9,764,000 or 40.6 percent of the total Federal funding.

STATE OF MINNESOTA

Department of EDUCATION
Capitol Square, 550 Cedar Street
St. Paul, Minnesota 55101

VOCATIONAL – TECHNICAL DIVISION
Robert P. Van Tries, Assistant Commissioner
Room 564 Phone: 612/221-3994

COMMITMENT FOR EQUIPMENT UTILIZATION

IN MINNESOTA'S VOCATIONAL-TECHNICAL INSTITUTES AND CENTERS

Minnesota's total commitments to vocational-technical training are contingent on its capability to procure equipment and materials from all generative sources of supply including NIER, Excess, Surplus, Private Donation, Loan and Lease.

Current demands for expansion of training on secondary, post-secondary and adult levels, coupled with concerns for programs of benefits to the returning GI, mandate the continuing of "excess" property procurement for "manpower" or "occupational" training.

It is economically sound and administratively logical that such "special interest" programs of concern to all educators in Minnesota be supported by Congress.

A property procurement program to fulfill this mission must utilize all available resources with capability to procure directly on a program basis from the property administrators as provided in the Federal Property and Administration Services Act of 1949.

Our continued vocational-technical program progress deserves your support for Vocational-Technical Education in Minnesota.

Robert P. Van Tries

STATE OF MINNESOTA

Department of EDUCATION
Capitol Square, 550 Cedar Street
St. Paul, Minnesota 55101

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VOCATIONAL - TECHNICAL DIVISION
EQUIPMENT UTILIZATION UNIT
Room 555 - Phone (612) 296-2580

MEMORANDUM

TO : All Concerned and Interested in Vocational-Technical Education

FROM : Robert P. Van Tries, Assistant Commissioner
DIVISION OF VOCATIONAL-TECHNICAL EDUCATION

DATE : June 2, 1972

SUBJECT: Excess Property Procurement

We have been informed by R. D. Anderson, Executive Secretary of the National Association of State Directors for Vocational Education, that there is a proposal in HEW - Office of Education to amend regulations that will declare state grant and aid programs in Vocational-Technical Education in-eligible for Federal Excess Property.

Since last August our State Vocational-Technical Programs through participation in the VTE Excess Property Program with direct and defined procurement through GSA, secured valuable and useable properties from many generating agencies in the United States, as well as participating with GSA in the overseas, Home-Run Extended Program.

On-going construction of several multi-million dollar facilities in the metropolitan area, with expansion of programs in our 33 area vocational-technical institutes, coupled with the potential establishment of approximately 75 vocational centers in Minnesota, creates a deep concern for expanding our operational budget and program capabilities.

We are continually concerned with the returning GI and the impact it will have on our training. The "Vietnamization Program" to return the GI, and equipment for utilization, coupled with recent eligibility authorization by HEW-BAVTE to procure and utilize needed and necessary equipment and supplies for existing and contemplated expansion programs, is tantamount with program operation plans to procure and economically utilize all available resources to fulfill our mission and enhance the benefits from contracts or grants for approved Vocational-Technical Programs in Mi[illegible].

It is significant to note that the expansion of the Excess property program for Vocational-Technical Education in addition to the established Manpower Training Program in the Office of Education and those operated directly by the Department of Labor Manpower Administration has been encouraged by the Office of Education. Vocational-Technical, since 1968, has been at a distinct disadvantage with other grant and aid programs in the procurement and use of excess property as provided in Sec. 101-43.320 - Use of excess property on contracts and grants; Subpart 101-43.3 - Utilization of Excess Federal Register - Vol. 34, No. 230 - Tuesday, December 2, 1969.

It is difficult to conceive of a decision which would make Vocational-Technical Education ineligible to receive Federal Excess Property and we request your assistance by contacting Mr. Elliott L. Richardson, Secretary of Health, Education and Welfare, and determine whether the information concerning this proposal is correct, and if so, what changes are contemplated, and on what basis are changes being proposed.

Attachments: Excess Property Utilization Report and Summary (May 5, 1972)
Home Run-Overseas Procurement
Annual Statistical Equipment Utilization Report
Rules & Regulations - Federal Register - Utilization of Excess
Washington Merry-Go-Round - Jack Anderson - Profiteering
Cataloging Handbook - FSC - Commonly Used Property V.T.E.

DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Office of the Secretary

IDENTICAL MEMORANDUM SPU-R-72-14 July 6, 1972
Supplement No. 2

TO : Assistant Regional Directors, OSPU

FROM : Director
Office of Surplus Property Utilization

SUBJECT: Review of the Excess Property Program

Subject basic memorandum transmitted a copy of recommended action to be taken by the Department regarding the loan of excess property to grantees of the Department. Supplement No. 1, thereto transmitted a copy of Secretary Richardson's letter of June 23 to Mr. Jack Brooks, Chairman, Government Activities Subcommittee, House of Representatives in which he stated the Department's position regarding this matter.

There is attached herewith a copy of a memorandum dated July 5, 1972 from John M. Donovan, Director of Procurement and Material Management DA-PM to DHEW Activities advising transfers of excess property to grantees of the Department are no longer authorized.

Sol Elson

Attachment

BOSTON NEW YORK PHILADELPHIA Atlanta CHICAGO DALLAS KANSAS CITY DENVER SAN FRANCISCO SEATTLE

MEMORANDUM

[illegible]
OFFICE OF THE SECRETARY 2 (d)

TO : See Below DATE: JUL 5 1972

FROM : Director of Procurement
and Materiel Management, DA-PM

SUBJECT: HEW Policy on the Use of Excess Personal Property by Grantees

On June 5, 1972, I suggested that you discontinue approving the use of excess property by grantees until a final determination was made concerning this matter.

The Secretary, in his letter to Congressman Jack Brooks, (copy attached), agreed with an ad hoc committee's report that excess property no longer be made available to grantees.

Based on this decision by the Secretary, we are preparing a manual circular and a Materiel Management Manual change, which will be released shortly, stating that, "It is the policy of HEW that the use of excess personal property by grantees not be authorized."

Kelly T. McCarthy
for John H. Donovan, Jr.

Attachment

Addressees:
Dr. Paul L. Niebanck, AFCFS
Mr. Irwin E. Kirk, OE
Mr. R. Moore, FDA
Mr. John M. Kelso, HSM
Mr. Leon Schwartz, NIH
Mr. Thaddeus Ripa, SRS
Mr. Jack S. Futterman, SSA

Honorable Jack Brooks
Chairman, Government Activities Subcommittee
Committee on Government Operations
House of Representatives
Washington, D. C. 20515

Dear Mr. Brooks:

In further response to your letter of March 16, the Office of Grants Administration Policy, Office of Procurement and Materiel Management, Office of Surplus Property Utilization, and Office of General Counsel have completed an indepth review and evaluation of the excess and surplus property programs of this Department.

Germane to the evaluation of the use of excess property by grantees is the circumstance that the majority of the Department's grantees eligible to use excess property are also eligible for donation of personal property under the Department's Surplus Property Donation program. In view of such donation eligibility and the administrative complexities and burdens now attendant upon the present procedures for grantee use of excess property, the review group has recommended that the availability of excess property for such grantee use be discontinued. Accordingly, the Department's regulations and procedures will be revised appropriately.

Under the revised regulations, assistance and support of grant activities will, in the future, be provided through the donation of surplus personal properties under the program administered by the Department's Office of Surplus Property Utilization and the established State agencies for surplus property.

We believe the action the Department is taking will eliminate the objectionable aspects of the excess program and will serve the needs of grantee institutions on a more equitable and responsible basis.

With kindest regards,

Sincerely,

Secretary

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20201

POSITION PAPER

Subject: Use of Excess Property by Grantees

In 1967, the Department initiated a program of making excess property available to grantees by loan for purposes of the Manpower Development Training Program. This undertaking was prompted by the immediate availability of a quantity of excess machine tools and equipment which would accelerate the commencement of training programs at the local level. It was intended that this program of loaning excess equipment was of a temporary nature in order to expedite the MDT program. Subsequently, the General Services Administration amended its Federal Property Management Regulations to affirmatively provide for the use of excess property by grantees as well as cost reimbursement type contractors. During 1971, the Office of Education inaugurated programs whereby excess property is loaned to recipients of grants administered by its Bureau of Adult, Vocational and Technical Education and Bureau of Higher Education. Transfers of excess property for use in these and other programs have mushroomed since January, 1972.

Title to all excess property transferred to a cost reimbursement type contractor or grantee remains in the Federal Government and must be returned to the Government at the termination of the contract or grant. Inventory control and accountability for all such property must be established and maintained by the Federal agency administering the contract or grant and the contractor or grantee.

Unfortunately, there have been some very serious and disturbing consequences of the widespread use of excess property for these purposes. Grantees have been stockpiling property far in excess of that needed for grant use and have been utilizing it for institutionwide purposes; inventory controls and accountability were absent or totally inadequate; and uncoordinated screening activities and transfer requests from individual grantees have disrupted property disposal activities at Federal agencies. The availability of excess property to grantee institutions resulted in total inequity in the distribution of excess as well as surplus properties, such that those receiving financial assistance (grants) also acquired most of the available property and little was left for the poor and unassisted institutions. Because of these abuses and our desire to insure the continuation of benefits realized from the availability of surplus property by donees in all States, the Department made an indepth review of its excess and surplus property programs.

Germane to the evaluation of the use of excess property by grantees is the circumstance that the majority of the Department's grantees eligible to use excess property are also eligible for donation of personal property under the Department's Surplus Property Donation Program. In view of such donation eligibility and the administrative complexities and burdens now attendant upon the present procedures for grantee use of excess property, the review group has recommended that the availability of excess property for such grantee use be discontinued. Accordingly, it is contemplated that the Department's regulations and procedures will be revised appropriately.

Simultaneously with the referenced deliberations within the Department the General Services Administration, acting upon instructions from the Office of Management and Budget published a proposed revision of its Federal Property Management Regulations in the June 1 issue of the Federal Register (Volume 37, Number 106, pages 10959 and 10960). This revision would prohibit the use of GSA and other Government sources of supply by recipients of Federal grants. Only Executive Agencies and their cost reimbursement type contractors may acquire excess property on a loan basis and thereby reduce the cost of the contract to the Federal Government.

There is no intention on the part of the Department or the Government to deny vocational and technical schools their fair share of available Federal properties. Assistance and support of grant activities will continue to be provided through the donation of surplus personal properties under the program administered by the Department's Office of Surplus Property Utilization and the established State Agencies for Surplus Property. The elimination of the eligibility of grant supported programs to acquire excess property by loan from the Federal Government will result in greatly increased quantities of such properties becoming surplus and available for donation to all eligible donees in all the States.

Since 1946, the surplus property donation program has made it possible for eligible donees in all the States to acquire surplus properties which had an original cost to the Government in excess of 7 billion dollars. This property has contributed materially to promoting and expanding the educational, public health, and civil defense programs in each State. Under the Department's surplus property donation program usable and needed properties no longer needed by the Government are allocated on an equitable basis to the designated agency in each State for distribution and donation to eligible donees in the State.

We believe the action the Department and GSA propose to take will eliminate the objectionable aspects of the excess program and will serve the needs of grantee institutions on a more equitable and responsible basis.

EH/rkm 7/17/72 ED 5

July 17, 1972

Honorable Elliot L. Richardson
Secretary
Department of Health, Education
& Welfare
Washington, D. C. 20201

Dear Mr. Secretary:

I was dismayed to learn today that you have unilaterally terminated the Department of HEW's excess property program for grantees.

I consider this action to be hasty and unwarranted in the light of the Senate's approval on June 29th of an amendment that would continue the grantee program; and of the recent decision by the General Services Administration to prolong the period for receiving comments on the proposed change in regulations until July 31.

As I have also indicated in a letter to the General Services Administration, it's inconceivable to me that administrative agencies should even consider terminating this program before adequate information in the impact of the change has been made available to members of Congress who have expressed an interest in it.

Sincerely,

Walter F. Mondale

Senator **Pell**. I understand the problem and I think it is less likely to occur with the correctional institutions than with some of the other State hospitals for the mentally retarded. I thank you gentlemen very much indeed for being with us.

Much of the information requested and supplied by the Office of Education, in the interest of economy and due to mechanical limitation was not printed in the record, but may be found in the files of the subcommittee.]

[Whereupon, at 12:45 p.m., the subcommittee was recessed, to reconvene at 10 a.m., Thursday, March 6, 1975.]

REVIEW OF VOCATIONAL EDUCATION PROGRAMS, 1975

Impact of Vocational Education Programs on the States

THURSDAY, MARCH 6, 1975

U.S. Senate,
Subcommittee on Education of the
Committee on Labor and Public Welfare,
Washington, D.C.

The subcommittee met at 2:40 p.m., pursuant to recess, in room 4232, Dirksen Senate Office Building, Senator J. Glenn Beall, Jr., presiding pro tempore.

Present: Senators Pell (chairman of the subcommittee), Javits, and Beall.

Senator Beall [presiding pro tempore]. The hearing will come to order.

Today we will continue our study of vocational education and will hear from representatives of two important and innovative States who will discuss the vocational education offering within their States.

I also hope that they will, if possible, discuss the General Accounting Office study and the proposed pieces of legislation which Senator Pell and I introduced on Tuesday.

Our experience thus far has been that we never need to mention the GAO report to get people to comment. We expect that would be forthcoming.

Senator Pell has been delayed for a little while because of another meeting he had to attend. I was asked to start the hearing.

Our first witnesses are from my own State of Maryland. I will ask Mr. James Reid, who is the State director of vocational education, and Mr. Benjamin Whitten, executive director of vocational education, Baltimore City, if they will come to the table.

Gentlemen, I don't know whether you have prepared statements or not. If you have prepared statements, you may present them and maybe you can summarize their contents in order to allow more time for questions and answers.

If you don't have prepared statements, you may want to make some opening comments to put the discussion in its proper perspective and establish a frame of reference.

I think I should say at the outset that Mr. Reid and I are not just casual acquaintances. We have known each other for at least 20 or 25 years. I was not only associated with him when I was in the State legislature but knew him prior to that time and know of the good work that he has done in the State of Maryland in promoting vocational education.

I have some parochial pride in the work done in our State in establishing a good vocational education program across the State. Mr. Reid and Mr. Whitten have contributed mightily to that effort. I am grateful as the representative for the people and for the people of Maryland as a whole, and I express this gratitude for this good work.

STATEMENT OF JAMES REID, PRESIDENT, NATIONAL ASSOCIATION OF EDUCATION, ACCOMPANIED BY BENJAMIN WHITTEN, EXECUTIVE DIRECTOR OF VOCATIONAL EDUCATION, BALTIMORE CITY

Mr. Reid. Thank you, Senator. I appreciate not only the opportunity to come in and chat with you for a while about what is happening in vocational education in Maryland but also your kind remarks about our personal relationship.

I have known you for a long time. I am proud to have had the opportunity of knowing you and working with you in the past several years.

Let me start out by saying that in my opinion the Vocational Education Act of 1963 and amendments of 1968 has proven in Maryland, at least, to be good legislation. Perhaps it needs tightening up some. Perhaps it needs some change in emphasis. But we have benefited greatly from Federal legislation.

Let me go back into history just a little ways, without going back too far, to when the 1963 act was enacted. A few statistics on that: The State and local contributions amounted to $2,400,000. In 1974, the amount of State and local contributions increased to $73 million. This is an increase of about 3,000 percent.

Enrollment in 1964 was about 32,000, and in 1974 it was 244,000. In 1963 we had about 300 different programs in vocational education, and now we have well over 2,000. When the 1963 act was enacted, which was in fiscal 1964, and not funded until fiscal 1965, the Maryland General Assembly enacted legislation for $10 million for construction of vocational education facilities. In 1967 that was repeated with another $10 million, and 1969 with another $10 million. Altogether we have built over $100 million of vocational facilities in the State of Maryland.

The Federal contribution on that has amounted to about $11 million or about 13 percent of the total. The State and local contribution has been great in Maryland in that respect.

As far as our maintenance of effort is concerned, using Federal funds, at the present time we are using about [illegible].7 percent of Federal funds for maintenance purposes.

Ninety percent of all the programs we have in operation today have been started under the Federal impetus, and they would not be in operation today if it had not been for Federal funding.

If you look at the total on that, however, the total expenditure, on the $7.40 of State and local funds for every $1 of Federal funding, then the 57.4 percent is reduced then to about 12 percent of the total; in other words, if we count the entire $73 million.

Even 102–B of the act permits 100 percent Federal funding. Our local people have put in 14 percent and reduced the Federal expenditure of about 86 percent. That is for the handicapped and disadvantaged.

We are also matching not on a 50-50 basis but we are matching both the handicapped and the disadvantaged funding with both State and local money.

As far as our administration is concerned, I think there has been a question raised about the amount of Federal funding on that. Our headquarters budget, which represents the administration of vocational education in our State, accounts for only 5.4 percent of the total Federal funds that are received into the State.

If you take the State and local funding in addition, then we reduced the headquarters budget to about 1.2 percent of the total amount of money that is being expended for vocational education. That may be a little bit low as far as the 5.4 percent is concerned.

I would certainly hope that as the Senate considers legislation, that too rigid a restriction would not be placed on the amount of money that can be used for administration. We look on administration as leadership which we need in vocation education.

Here is where we are today in Maryland: About 180,000 high school students or about 42 percent of the total enrollment are enrolled in some form of vocational education. We have another 25,000 students in postsecondary or community colleges, and about 45,000 adults enrolled in some form of program. There are 3,400 apprentices that are receiving instruction through vocational education.

Our industrial training program in the last 3 years created 15,000 new jobs. This is done also through vocational education.

I could go on and recount the many things that we are doing in vocational education in the State of Maryland that I think are exemplary. I say that from a very, very biased point of view because I am a vocational educator and I can look and see what has been done by the local educational agencies in the State; not by me and my office, but by the local educational agencies.

I think we can be proud of where we are today. We still have a long way to go. In our comprehensive planning, although we involve a great number of agencies and a great number of people, we need to improve our labor market information. We need to improve our guidance and counseling service, placement services, to vocational students.

We need to improve our support to the large cities in the State. We need to improve our programs for disadvantaged and the handicapped. We need to increase the percentage of high school and postsecondary students that are enrolled in vocational education.

These things are not going to be easy to do. I am not sure that money is the only cure for this. I think that we have to devise new means of reaching those students we are not reaching at the present time.

Certainly, we do have to get additional funding if we are going to expand very far beyond where we are at the present time.

I would like to ask Dr. Whitten to give us his impression of some of the problems that arise from a city the size of Baltimore.

Mr. Whitten. Thank you, Mr. Reid, Senator Beall. I, too, appreciate this opportunity to come before you and to speak about vocational education, particularly as it has been affected by the Vocational Education Act as it has been amended in the past 12 years.

Baltimore City has had a vocational education program for a longer period of time, I guess, than any school system in the State of Maryland. We are among the forerunners of providing vocational education in the school ssytem throughout the country.

We are proud of our tradition, and we do enjoy, I think, a good reputation for a vocational program as we compare it with other cities across this country.

The vocational education legislation under which we have been operating for the past few years has been really the lifeblood of the vocational program in the Baltimore City schools. Certainly I am sure you are aware of the financial crunch that many of our cities are undergoing at the present time. At educational budgets are being reduced, it is impossible to maintain high-quality programs in vocational education unless we have additional resources.

The resources that have been provided to us under the vocational education legislation have permitted us not only to expand our program of vocational education to offer aricher program for young people but it has also permitted us to improve the existing program, to upgrade the facilities and the equipment and supplies that we need.

It has also permitted us to furnish additional kinds of services to young people so that they can maintain themselves in the vocational program.

I think one of the favored parts of the act that we are interested in is the part that deals with the employment of youngsters—the work study program. If I were to ask for an increase in any section of it, it would seem to me for a city like Baltimore it is imperative we have funds to provide work opportunities to the youngsters so that they might maintain themselves in educational programs.

Some of the jobs are drying up for youths, particularly in the central cores of the cities. Unless we are able to have jobs for young people so they can maintain themselves, they will drop out, even from very good vocational programs.

I am concerned, particularly as we look at legislation, that we make certain that the major ills that we see in our educational systems are being addressed by the legislation.

Speaking on behalf of another group of people, the National Association of Large City Directors of Vocational Education, I would say we are very much interested in having legislation that would guarantee that the needs of the cities which are so great these days would be addressed in a fair manner through new legislation concerning vocational education.

Senator Beall. Thank you, Mr. Whitten and Mr. Reid. I should have said at the outset that Mr. Reid is president of the National Association of State Directors of Vocational Education.

Wearing that hat, I noticed that Maryland's administrative costs or the amount of Federal funds used for administrative costs in Maryland is relatively low. You mentioned 5.4 percent is used for administration. Compared with all the money spent, it is less than 2 percent. But we have been getting indications in other States that larger percentages of money are used for administration. Why is that? Do you know?

Mr. REID. Traditionally, going back all the way to the previous legislation, our headquarters budget, which is what I call administration—I am not quite sure that all States have the same definition of administration that we do. I am considering only my headquarters budget.

Traditionally that has been supported 50 percent Federal funds and 50 percent general funds from the State, even though 100 percent is allowable since we are overmatching that at a rate of 7.4 to 1.

To put more money in the State headquarters budget, we have traditionally not done so. We have not been under an economic pressure to change that ratio of 50–50.

It is entirely possible, in comparing what we are doing in Maryland with other States, that we have a different definition of administration. It is entirely possible there are different rules and regulations for administering funds in other States, too.

Senator BEALL. I think as we get into a budget crunch, as we are in now, my other committee, the Budget Committee, has been spending days the last couple weeks talking about whether the deficit is going to be $51 billion or $70 billion or $85 billion.

The public naturally is going to become more conscious—they are conscious already—of finding ways to evaluate the programs we have and measure the output of the programs as far as some cost benefit is concerned. In other words, quantitative as well as qualitative.

During these hearings we have been paying some attention to postschool placement and making sure that the people who are going through the vocational education programs in the schools are being trained in skills that are needed in today's market.

Have you developed flexibility in the Maryland system so that you can respond to the needs of the particular communities in which the schools are located; and, second, do you have the kind of coordination with the community itself and the employers in the community that will allow you to respond?

Mr. REID. I think I could answer that affirmatively, although I am not quite sure I would agree that placement in itself is the only mark of quality. I think we can add good vocational education programs. If we consider only those students, as we report to the Federal Government, that are available for employment, our placement record is good, because we have a State advisory council and we do have local advisory councils in which the business and industrial community are represented to assist us in the evaluation of our programs.

I think, and again I speak from a very biased point of view, that vocational education has had an effect on young people that cannot just be measured by the placement record itself.

In some instances youngsters may get the motivation to go to some form of higher education, and they are not available for placement at the end of their secondary school programs. The same thing may be true in our States in the matter of graduate programs. They may go on to a 4-year institution. They may go in the armed forces. There are many reasons why they may not be available for placement at that particular time.

We need a better followup system in our State to find out what happens to youngsters over a longer period of time. I think we can respond to industrial needs.

Senator **Beall.** What is your relationship to the manpower administration in the State and the manpower agencies locally?

Mr. **Reid.** We have been very actively involved in that. Of course, under present legislation we do have a role to play in the manpower training program.

It isn't as great as some of us would like to have. We involve the people who are doing the training and planning for the manpower programs with our longrange committee planning.

The economic and community development programs are involved in the manpower training. The State department of planning is involved in both of them. The employment and social services department is involved in both of these.

We do have a role to play. As I say, I don't think we have a large enough role because I think we have more expertise perhaps in manpower training than is being utilized.

Senator **Beall.** How do you relate to the various educational planning committees that may exist in the State, such as 1202?

Mr. **Reid.** In our State, I haven't heard about it. If it is operative, they have made no contact with my office.

Senator **Beall.** Are you represented on the Commission?

Mr. **Reid.** No. To the best of my knowledge, no vocational educator is on the commission.

Senator **Beall.** To have real coordination and coperation, it would seem necessary that the 1202 commission include a vocational educator.

Mr. **Reid.** I don't see how the 1202 commission can carry out the mandate in the 1203 section of the law without involving vocational educators because it is oriented toward vocational education.

Senator **Beall.** Mr. Whitten, we have been, particularly in these days, looking more and more at unemployment statistics. I have been noticing traditionally, there exists more unemployment about our youth than among other age groups in our society. There is even higher unemployment in the inner-city youth than youth in general. We also note a higher group in the minority inner-city group than in any other age group.

We also know that too many individuals are dropping out of schools or leaving school, without the ability to read or without a marketable skill.

What kind of progress do you think is being made in Baltimore in turning these statistics around?

Mr. **Whitten.** Of course, we are working at all aspects of upgrading educational systems. Our recently reorganized school system in

Baltimore has as one of its chief priorities the reading program. We are actually trying to add increased reading on a 12-year basis. We have a very large thrust in the reading direction in the Baltimore City schools. I guess we are in about our second school year now in this.

I don't know if statistics are available to let us know how well we are doing so far. That is a continuing thrust in the Baltimore City schools.

With regard to employment of minority youth within the central part of the city, it is one of the saddest statistics I know of about city life. There are many young people who are willing and anxious to work. Some of them presumably drop out of school to seek employment and find none.

I don't know that we are able really to capture their interest in the existing model that we have for our public school programs. But I think that one aspect of the vocational education legislation that is quite important is that aspect that permits youngsters to secure employment under the auspices of the Vocational Education Act, provided their skills are in the vocational education program.

I would think because of the decreased opportunities for work in the private sector within the inner-city environment that we need a heavier emphasis and a greater allocation of resources for employment of youngsters in a public fashion while they are completing their work study programs, their vocational education programs.

Of course, transportation to existing jobs and the continuing relocation of business and industry away from the inner city are parts of that problem as well. But I would like to try with increased resources to employ youngsters while they are still involved in the vocational education program on a part-time basis.

I think we would see a lot more remaining in school until they have completed the programs.

Senator BEALL. Do you think we should legislatively set aside or distribute some of the work study or cooperative education funds based on youth employment?

Mr. WHITTEN. I would recommend that very, very sincerely. And if it were possible to have more flexibility with other kinds of discretionary funds, then that would certainly, in Baltimore, that would be one of my top priorities at the present time.

Senator BEALL. Do you find the employers in Baltimore, the business segment of the community, cooperative in this effort?

Mr. WHITTEN. I would not give an unqualified answer to that. We have some who are quite cooperative and we have others who don't seem to be sensitive to our needs or are not really able to assist us in the way we feel youngsters can be helped.

Senator BEALL. Why are they reluctant? Labor unions?

Mr. WHITTEN. Sometimes that is used for a reason. I think they are able to choose their own employees and they don't give a priority to including youth, at the moment.

Senator BEALL. What can we do to induce them . . . address the youth unemployment problem?

Mr. WHITTEN. I think that certainly some of the benefits that are given to employers who hire youth would be helpful; and I think that if we are able to expand our own role in employing them in public opportunities, this would be helpful as well.

I think many of the youths need some kind of a work history to be employable. I think that sometimes if we can do more for that work history and help them to develop their employment skills, this is quite apart from technical skills—the personal kinds of skills they need and skills realting to people—we can do that quite well under a monitor situation, working in public jobs with public funds that would then give a readiness to them to be more acceptable in the private market.

I don't know what else we can do within our own operation to make jobs available to them, particularly in the locales where they live. I think that is part of the problem. Jobs have been moved away from the private sector.

Senator BEALL. Mr. Reid, how do you relate to the community colleges?

Mr. REID. The State board of education has been designated as the sole agency responsible for administration of all vocational education in the State. As such, we deal directly with the State board for community colleges and with the 16 community colleges. I feel we have a very, very excellent relationship with them.

Senator BEALL. Are they on your Vocational Advisory Committee?

Mr. REID. There are members of postsecondary institutions on the State advisory council; that is right.

Senator BEALL. Community colleges?

Mr. REID. Community colleges.

Senator BEALL. I suggested at the outset you might want to comment on the GAO study. Would you like to comment on that?

Mr. REID. I am not greatly defensive about the GAO report. I would prefer to look at it—maybe I am thinking from the standpoint that Maryland is not one of the States that were checked on this.

As I read it, I can find similarities in those areas of concern that I expressed to you a while ago. I think in large measure we are doing a better job in vocational education than the GAO report has indicated.

I have no strong adverse feelings about it. We responded to you and your inquiry and to other Members of the Congress.

I am more concerned with strengthening those areas of concern that we had before we ever read the General Accounting Office's report about what is going on.

It may be somewhat unfortunate that people are getting the impression that those things that are indicated in it are the only comments that the GAO people have about vocational education. Perhaps it was not made with the intent of stressing those things that are highly commendable in vocational education in the country.

But I have approached our own State board of education in responding to questions from them and stating that there are many areas of concern in the report that we share. And we have been doing something about trying to strengthen those areas of concern. I am not here to tear the GAO report apart.

Senator BEALL. You look upon it as something to read and build upon if necessary in your own case?

Mr. **Reid.** I think we need to take a look at our own program in each State in regard to that report, and if there are areas of concern that are shared by both our own State people and by the accounting people, then I think we ought to do something about them.

I think there are some areas in there in which I simply do not believe apply to Maryland. I do not believe it is wrong, for instance, for us to continue to put money in the maintenance programs. I think that was the intent of Congress when they wrote the legislation. I don't see why we should be criticized for that.

I do not believe we are expending an unusually large amount of money for State administration. There are some areas of that kind that I don't believe apply to all States across the Nation.

Senator **Beall.** You mentioned the great amount of money that Maryland has spent on construction of facilities in the last 10 years.

Mr. **Reid.** That is right. Well over $100 million.

Senator **Beall.** Have you, in addition to construction of new facilities, investigated the possibility of using military facilities in local communities?

Mr. **Reid.** We have been using military facilities for many years. For instance, the University of Maryland, in our teacher education programs, have conducted programs in the military institutions at Aberdeen, at Edgewood, at Port Deposit, at Patuxent Naval Air Station. We have used them. Also, some manpower programs at Fort Meade. We have utilized those wherever it was possible to do so.

Senator **Beall.** I presume these kinds of programs will grow in the future. Do you think there is a possibility of using local National Guard facilities and those sort of things?

Mr. **Reid.** Under certain circumstances. I suppose normally the National Guard armories do not lend themselves to the kind of programs that we would be needing if we are involving laboratory equipment. That would have to be placed in there on a permanent basis.

It might be pretty difficult to transport equipment in, have classes, and transport it out, and let the National Guard conduct their business, too. I don't know how many of them are operating in Baltimore City.

We are operating a number of vocational programs in storefronts. One of the best ones I know about in in Westminster. This is for a group of dropouts that we are bringing back in and in effect preparing them for employment. We are using the storefront to do that, a vacant store.

Senator **Beall.** What do they learn to do?

Mr. **Reid.** One of the things they learn to do is to get along with people and analyze their own weaknesses. We put them on a work study, as Dr. Whitten has mentioned, and bridge the gap between nothing and employment. We have had great success with that.

Senator **Beall.** How about the techniques used for selecting participants? How about the assisting of students to find the right course or area, and by the coordination, guidance counselor and others to help point students in the right direction.

Mr. **Reid.** We have been kicking around guidance counselors long enough. We need to give them some credit, too. We say they are only concerned with the academic-oriented student. I don't believe that is true. I don't believe we have given them the resources to do the things with.

We believe in career education—it starts early—even in kindergarten, and runs through a person's entire life. The orientation, the exploratory programs should be, in effect, to enable youngsters to make a better selection of what they want to do with their lives.

Here is where the guidance counselors can, through career educational programs to assist these young people to get into this.

I think our experience in Maryland in building our facilities is an interesting one. Starting with about the first one we ever built, the day we opened, we only had about 50 percent enrollment. The second year it went up to 60 or 65 percent. The third year, about 90 percent; and from then on we are doing what we always said we shouldn't do. We are screening people out because we do not have enough facilities even now to take care of all the youngsters.

That has been our experience in Maryland, that kids, I guess, have a tendency to wait and see what is going to happen. When they find out it is good, then they want in.

Senator BEALL. Word of mouth is still the best kind of advertising.

Mr. REID. Word of mouth, a kid goes through a vocational program, gets a job, and buys wheels, he is in business and everybody else wants to know, "Where did you get the wheels?"

Senator BEALL. That brings us back to the question of additional construction funds. If you are running out of space, how do we minimize the expenditure for construction?

Mr. REID. That is no problem in Maryland because we haven't put Federal funds into construction for some time because, as you know, in 1971 the State took over the entire cost of construction of all facilities. Vocational education has enjoyed a high priority so far.

We have never had a request for vocational facilities and lack of State funds to build it. I think we can keep abreast of the construction needs without using Federal funds.

We need Federal funds for operation, the development aspect of it.

Senator BEALL. We have some other questions we will submit to you.

Mr. REID. Fine.

Senator BEALL. We will get written answers, if we can.

I appreciate your appearing.

Mr. REID. Thank you.

Senator BEALL. Our next witnesses are from the State of New York: Mr. Edward B. Nyquist, president, the University of the State of New York and commissioner of education; Robert S. Seckendorf, assistant commissioner for occupational and continuing education; Lawrence E. Gray, chief, bureau of 2-year college programs, State education department; and Alistair MacKinnon, assistant commissioner for Federal legislation, New York State Department of Education.

Gentleman, Senator Javits has been in and out of the room. He is in the Foreign Relations Committee meeting down the hall. I expect he will return shortly. Maybe you want to wait his appearance, or maybe you want to proceed with your statement.

STATEMENT OF EWALD B. NYQUIST, PRESIDENT, THE UNIVERSITY OF THE STATE OF NEW YORK AND COMMISSIONER OF EDUCATION, ACCOMPANIED BY ROBERT S. SECKENDORF, ASSISTANT COMMISSIONER FOR OCCUPATIONAL AND CONTINUING EDUCATION; LAWRENCE E. GRAY, CHIEF, BUREAU OF 2-YEAR COLLEGE PROGRAMS, STATE EDUCATION DEPARTMENT; AND, ALISTAIR MACKINNON, ASSISTANT COMMISSIONER FOR FEDERAL LEGISLATION NEW YORK STATE DEPARTMENT OF EDUCATION

Mr. NYQUIST. Why don't I proceed with my statement.

I am pleased to have this opportunity to comment on the impact of Federal vocational education legislation on New York and to propose changes in the legislation.

I have filed a much fuller statement with the committee. I would like to take a few minutes to summarize the highlights.

The New York State Education Department acts a[illegible]ncy for the administration of the Vocational Education A[illegible], the New York State board of regents serves as the St[illegible] vocational education, appoints the State advisory council, [illegible] Federal 1202 State Commission.

The board's authority as the State commission complements its State statutory authority for master planning for all sectors of postsecondary education: public, private, and proprietary.

We have a unified structure for administering education, and I am speaking today on behalf of all sectors of New York education.

In the declaration of purposes, the Vocational Education Act authorize funds to be used "* * * to maintain, extend, and improve existing programs * * *" as well as establish new programs.

Although New York since 1963 could have used the funds to assist educational agencies with the operating expenses of existing programs, we chose not to do so. Our attention has been directed to the improvement and expansion of vocational education in New York State.

In the main, the funds have been used to assist local agencies with the purchase of equipment for new programs and to pay the cost of new teachers for these programs. Agencies accepting these funds have understood that they would need to provide the operating expenses for continuation of the new programs after the initial year or two, using State and local tax levy funds.

Through this system, the Federal funds, which are less than 8 percent of the total funds for vocational education in New York, have a tremendous impact on changing our State program.

Each year, we establish priorities within each program purpose and direct the funds to achieve those priorities. By using the funds as incentive grants, we have provided vocational education services to more people, provided new and updated facilities for programs, and generated an increased amount of State and local funds for support of vocational education at all levels.

Of the total expenditures in New York State for all vocational education in 1965, 17 percent was Federal funds. In 1974, the percentage of the total which was Federal was less than 8 percent.

Thus, in 1965, New York State spent $4.88 for every Federal dollar received and in 1974 we spent $11.94 for each Federal dollar.

New York does not have a categorical appropriation in the State budget for vocational education as do some other States. The general State aid system and local funds provide support of ongoing programs.

The overall level of resource commitment to vocational education in our State represents real choice for this expenditure from general, local, and State revenues.

Enrollment in occupational education at all levels has increased from 521,000 in 1963 to 812,000 in 1974. Total enrollment is expected to reach almost 973,000 by 1979.

The enrollment of disadvantaged and handicapped students in occupational education programs was not reported in fiscal year 1963. However, between 1968 and 1974, combined disadvantaged and handicapped enrollments at all levels increased by almost 575 percent, from 29,000 to 195,000. By 1979, this enrollment should be approximately 230,000.

Significant change and progress has been made in vocational education during the 12 years of the Vocational Education Act. The act permitted us to move from the rigid program based on the Federal legislation of 1917 and 1946.

In 1963, and to an extent again in 1968, there was a need for mandatory expenditures for specific purposes. The States then needed Federal direction and leadership. In these past 12 years, State programs have increased in both quantity and quality.

Our review of the current Federal legislation indicates that it has become complicated and embedded with mandates and requirements not always reflective of the most pressing problems of the States.

I believe we are now at a point where the States, if given simplicity and flexibility in Federal legislation for vocational education, have the capacity to carry through Federal objectives with minimal Federal strictures.

I would like, therefore, to offer our suggestions for simplifying and consolidating the Vocational Education Act.

A new title I would include general provisions: A statement of purpose, authorizations, allotment formula, sole agency requirements, national and State advisory councils, planning and evaluation requirements, and definitions.

Title II would provide for program services for three educational levels: Elementary and early secondary programs, secondary programs, and postsecondary and adult programs.

Title III would provide support services and include research and development, innovation, curriculum development, and personnel training.

Federal funds should be distributed on the basis of population. If a single population figure is not acceptable, I suggest the use of several population age groupings, with a percentage of the State's allotment calculated on each group.

This is similar to the basis for State allotments in several parts of the current act.

The proposed formula should apply to program services described in title II and also to title III activities. We also recommend that the current State matching requirement is dropped. Present matching requirements are not necessary because the States are spending $4 for every $1 of Federal funds available.

The sole administrative agency provision should be continued. No provisions should be included which will permit more than one State agency to administer a part of the statute.

We propose the continuation of the national and State advisory council provisions. We believe they should remain as presently established, including the appropriations for their operation.

The current responsibilities of the advisory councils should not be expanded; councils should not be gven planning and administrative functions. We urge that the advisory council be just that: advisory.

Coupled with simplicity and flexibility in the new act must be strong requirements for planning and accountability. We urge inclusion of a State plan requirement. A long-range and annual plan should be submitted each year to the U.S. Office of Education for review and approval.

A strong planning requirement, with sufficient arrangements for review and public hearing, justifies the elimination of the present mandated set-asides or categories for special target groups or purposes. Funds should be appropriated specifically to carry forward the planning functions.

With respect to program services, we recommend a reduction in the number of specific purposes from 10 in the present Vocational Education Act to 3 major categories: elementary and early secondary, secondary, and postsecondary and adult programs.

The currently separate postsecondary and adult education purposes should be combined. This will permit greater flexibility and minimize confusion over who is a postsecondary student and who is an adult student. It would provide the States leeway in making priority and budgeting decisions.

The current mandated set-aside for postsecondary institutions has done its job in developing the commitment of community college and other postsecondary institutions toward the delivery of adequate vocational programs. We believe this commitment will be maintained without a minimum Federal mandate.

The current act has categories for expenditure for the disadvantaged and handicapped, cooperative education, home economics, construction of facilities, and other purposes.

We suggest that, either in the definitions contained in title I or in the body of title II, the act should provide that funds may be used for these purposes: programs for disadvantaged and handicapped, cooperative education, work-study, consumer and homemaking education, construction of facilities, guidance services, contracts with private schools, teacher education, bilingual programs, curriculum development, research evaluation, Statewide technical assistance, and State and local administration.

There would, however, be no amount appropriated for each purpose. The distribution of amounts for the purposes would be set forth in each State plan.

By using this system, planning can be done in a logical way, without mixing program levels and population groups or program activities. The present State plan format recognizes this flexibility, but the law does not.

The proposal to-set authorized expenditures within the three major program service levels would place responsibility on the State to assure, through its planning efforts, that adequate attention will be paid to programs for disadvantaged, handicapped, and other persons by level.

Determination of how much money would be spent on a particular population group should be justified by the State in its plan. Accountability provisions would assure that monitoring by the U.S. Office of Education was carried out in accordance with approved plans.

With respect to support services, we recommend that Federal funds be available for these activities: research and evaluation, innovation, and curriculum development. In addition, we propose the inclusion of the present provisions for professional training under the Education Professions Development Act, part F.

In summary, we urge the Congress to pass a bill that will provide a Federal focus on the needs of people in all States for increased opportunities for occupational preparation and, at the same time, enable the States to address individually the particular needs of their population for occupational education programs.

Senator PELL [presiding]. Thank you very much indeed, Mr. Nyquist. I am glad to see you here. I apologize for not being here at the opening of the hearing. I thank Senator Beall for conducting the hearing. Senator Beall or Senator Javits?

Senator BEALL. I yield to Senator Javits.

Senator JAVITS. I have just come from a Foreign Relations Committee hearing. Please go ahead, Senator Beall.

Senator BEALL. Do you all want to start off by commenting on the GAO report?

Mr. NYQUIST. Yes. I feel as the distinguished vocational educator of Maryland. We don't feel defensive about it. There are two or three comments I can make.

We spend all the money we are supposed to spend on the set-aside percentage. No problem there.

In administration, there I think we have to have an understanding of what administration is. Administration, as I view it, comes under two parts. One is technical assistance and services to local school districts of a highly professional nature.

It is quite a different thing from the second category; that is, the direct administration of the act itself; counting the money, reviewing applications, and, similar type of work.

New York spends, for the combined purposes, about 9 percent of the funds received. On direct administration, it is between 3 or 4 percent. We concentrate most of our so-called administrative funds on providing technical services to local school districts.

We think we are doing a better job than reflected in the GAO report. I would concur with one comment in the GAO report. I think the U.S. Office of Education can do a better job monitoring the expenditure of funds in the States.

Senator BEALL. I would suspect that if inner-city employment is a problem generally across the country, it is compounded in New York City.

I heard testimony yesterday of Vern Gondor. Right now there is 41 percent unemployment, and he was giving the total unemployment figure. So the youth unemployment figure must be dramatic. I would assume youth would be worse.

How are you handling this situation in New York?

Mr. NYQUIST. Are you referring to the adult population in school?

Senator BEALL. He was giving unemployment figures. I assumed it was general adult population.

Mr. SECKENDORF. Some of the programs that are available presently are available under the Comprehensive Employment Training Act. In addition, there are some specialized programs for adults in New York City.

A part of the problem that we face is with youth unemployment as it relates to the marketplace and the economy. Cooperative work experience places are getting to be fewer and fewer. Employers are having difficulty in maintaining their own level of employees without bringing in part-time students. It is a difficult problem that we are just beginning to face.

Mr. NYQUIST. I think something can be done with existing Federal legislation. With unemployment increasing people are going to seek more retraining and more education.

A number of the unemployed don't even have an eighth-grade education. There are programs for that. We need more money for it.

In this situation, there are programs for adults without a high school diploma to get a general equivalency diploma. Beyond that, CETA should provide funds for retraining. They are largely not used for that purpose, as I understand it.

Then I think you need something beyond, so like an educational entitlement for lifelong learning purposes that can be used particularly during unemployment periods.

We can do some things with the legislation we have, but it has to go beyond that.

Senator BEALL. I have some voracious readers on my staff. They collect articles from time to time. There was an article in the Reader's Digest of July 1971, commenting on the ability of schools across the country to train students in marketable skills. It pointed out at that time that New York City had 92 high schools, and 27 were vocational high schools. Of the 27, only 5 provided curriculums or specialized training in marketable skills, and at these schools, as the article pointed out, overdramatizing the problem I am sure, it is harder to get into there than Harvard.

I am wondering if that situation has changed now as a result of the 1968 act.

Mr. NYQUIST. I think that has changed.

My assistant commissioner for occupational education can comment more specifically on what is happening in New York City.

I would say this: New York City probably was more backward when we started with the use of our funds to get them to turn around, change from the traditional kinds of vocational education.

It has often been noted in New York City they used the vocational education schools as dumping grounds. I think that is changing very rapidly in New York City.

Mr. **SECKENDORF.** I think we have a high-quality vocational education in the 24 vocational high schools in the city of New York. About 8 of them are highly specialized. The food and maritime trades or the aviation trades in high school are an example.

The balance of them we would call actually occupational schools. They provide programs for both boys and girls in programs that are up to date and that do provide marketable skills.

We have been able to impact a significant amount of money, Federal vocational education money, in New York City in order to turn that program around to update facilities, and provide new kinds of programs.

One example is, there are over 5,000 young people in academic high schools that are attending vocational education programs after school in order to extend the usefulness of the 24 vocational high schools.

So we have made changes and we continue to make changes in these schools.

Senator **BEALL.** I gather because the four of you are sitting here at the table there is pretty good coordination in New York as far as the planning effort is concerned. The GAO criticizes some States because the 1202 Commission, for instance, doesn't include vocational education people, or the Vocational Advisory Commissions don't include the community college people, and that sort of thing.

I gather that you all seem to be representing the total constituency, and I assume, therefore, New York has kind of an administrative setup.

Mr. **NYQUIST.** We have a constitutional setup.

Senator Pell, Rhode Island and New York are almost exactly alike now in our constitutional statutory provisions for the governance of education.

Senator **PELL.** Except we have been having problems with regard to vocational education and its relationship with postsecondary and secondary education.

Mr. **NYQUIST.** We do not. The purview of the board of regents is for everything from prekindergarten up to the doctorate level. We have no problem whatsoever in coordination and planning across the board and in avoiding duplication, in seeing to it there is parity of esteem between vocational education terminal programs and other types of programs in the State.

Senator **BEALL.** Thank you.

Senator **JAVITS.** Mr. Chairman, would the Chair allow me 5 minutes?

Senator **PELL.** Absolutely.

Senator JAVITS. Thank you, Mr. Chairman. Commissioner, first, I am so glad you are here. We are very proud of you in New York.

Mr. NYQUIST. Thank you.

Senator JAVITS. You have a great reputation in the country. I am sure that my colleagues and I will be enormously helped by you and your team of New York officials.

I have a few questions which are devoted to obtaining the maximum amount of evidence from you on your proposed plan. I hope to support your plan if I can, so I want to elucidate certain aspects of the proposal on the record.

The first question is this: Your plan eliminates State matching, mandated set-asides, certain special funding categories, et cetera. We are, of course, a Federal body responsible for Federal legislation. Can you tell us how will the elimination of those requirements help the Federal objectives in respect to vocational education?

Mr. NYQUIST. There would continue to be certain purposes stated in the legislation. But we believe more flexibility is needed for all the States. States differ in their priorities and needs.

In our proposal, a State would have to submit a long-range plan, which would be updated every year. In addition they would submit an annual plan, which would show the justification for the priorities that would have fulfilled. For example the needs of the handicapped, postsecondary education, and the disadvantaged, would be justified in each State's annual State plan.

Senator JAVITS. If the Federal Government were not satisfied, what recourse does it have under your proposal?

Mr. NYQUIST. Its recourse is to reject the plan and to point out where it failed to meet the purposes of the legislation and provide jurisdiction for the priorities that it had.

Senator JAVITS. So the option to reject or approve the plan would be the annual responsibility of the federal government?

Mr. NYQUIST. Yes.

Senator JAVITS. Because the plan would have to be updated annually?

Mr. NYQUIST. Yes, sir.

Senator JAVITS. Do you consider that a frequent enough period so you really would have effective Federal supervision?

Mr. NYQUIST. Yes, sir, I do.

Senator JAVITS. My next question also relates to Federal monitoring. You recommend that HEW give close monitoring to the activities of the States. As included in their plans, and also that HEW give States more flexibility regarding the contents of these plans. In other words, HEW would monitor a close relationship to the State plan as submitted, and provide more leeway regarding what it required in the plan.

Do you think HEW is capable of this type of activity in view of the GAO report which suggests that HEW is weak on monitoring?

Mr. NYQUIST. They don't have a good track record. I would have to admit that. It would seem to me that stimulated by the GAO report and congressional oversight improvements could be made.

Senator JAVITS. In other words, put the responsibility on HEW and then make them perform it.

Mr. **Nyquist.** Absolutely. I believe strongly in a strong three-way partnership between the local education agencies and the State and Federal Government. I have no hesitancy of asking for strength in the monitoring role of the Federal Government.

Senator **Javits.** That would impose a considerable obligation on the Congress for legislative oversight.

Mr. **Nyquist.** Absolutely.

Senator **Javits.** I now go off your proposal for a minute. One thing that troubles me about all vocational education activities is that matching the skill to the job is a very serious difficulty because economic conditions change so rapidly. We have the same problem in the manpower training programs.

What can you tell us about how to fight this war instead of the last war. As my assistant has phrased it, how can we avoid targeting this year's funds on last year's problems.

Mr. **Nyquist.** If you give us the flexibility in developing State plans, and if you do not impose reimbursable systems of channeling funds that lock the State and localities into a contract relationship which can't be broken, but, have a system like we have where it is a grant application of limited time, you can easily shift the use of the funds.

You can always seek an amendment to your State plan from the Federal Government to face a particular situation, as you have now in terms of unemployment.

I don't see the problem there.

Senator **Javits.** Under your proposal could the Federal Government reserve in the State plans' approval, the authority to ask you for an amendment? Could HEW require an amendment?

Mr. **Nyquist.** Yes.

Senator **Javits.** In other words, there is no binding contract for 1 year when HEW approves a State plan.

Mr. **Seckendorf.** Senator Javits, I think the key is not necessarily in the plan itself but the way in which a State uses its dollars.

If a State is committed to a reimbursement system to local agencies to support a share of the operating expenses of a program, it locks dollars into a very rigid structure.

On the other hand, if a State uses the system that we use, delivering dollars in large amounts to meet specific needs, we then have the flexibility to react to an immediate employment sitluation or an economic situation and to deliver training when it is needed where it is needed.

This is, I think, one of the keys to the administration of vocational education administration.

Senator **Javits.** Is this included in the proposal you make?

Mr. **Seckendorf.** That is right.

Senator **Javits.** One final point. The larger and the heavily populated States, are also under very great attack here. These States have had the ears trimmed off them by the various funding formulae. I have been fighting this battle for 18 years and 8 years in the House of Representatives.

Mr. **Nyquist.** We have helped you in education.

Senator JAVITS. You have helped enormously. The excellence of New York's performance has also been tremendously helpful.

What I would like to clarify is that you are requesting a change in the State allocation funding formula to eliminate the per capita income element. How am I going to justify that to my colleagues from States with small populations?

Mr. MACKINNON. I think that what we are proposing here is a change only in part. We are accepting the formula that appear in the later parts of the Vocational Education Act and saying they should apply for the total program.

There is a formula for part B and then there are other formulas for G and H.

We are saying the formula developed under B was a formulation developed back in the early fifties. The formulas developed in the other parts were developed in later years and are probably more responsive to the currency of where we are now; and that during this time of major review of vocational education, the later formula should be used and applied to the total act.

Senator JAVITS. The later formula does not have a per capita income element?

Mr. MACKINNON. It does not.

Senator JAVITS. Are there later formulae based only on population?

Mr. MACKINNON. They vary as to whether they are age groupings or total population, some with minimums. But other than part B, population in various forms is the basic factor for the allocation of funds.

Senator JAVITS. Of course, part B has the preponderance of the Federal money in vocational education.

Mr. MACKINNON. That is right; it does.

The other thing, too, is that back in the early fifties there was a significant difference in the per capita income among the States, that has been reduced significantly over the years.

I am not sure it is performing what it was intended to perform back in the early fifties, and maybe this is the time to start moving it toward the more recent formulas that have been developed for the Vocational Education Act.

Senator JAVITS. Are there any other criteria that could be put into statute, such as maintenance of effort?

Mr. MACKINNON. Yes. In addition, if you wanted to remain with the per capita, you could adjust for tax effort.

This would deflate per capita income based on the taxing effort that each State is making, which then tends to narrow it down even more. You can tinker with all kinds of things. But you are coming that much closer to a straight population.

This is saying that to a student in a certain part of the country, we give $1, and a student in another part of the country, we give $1. We are not making arbitrary distinctions which may have questionable basis.

Senator JAVITS. I am trying to get at the equity of changing the formula in terms of the various States. In other words, equity is the primary justification for dropping the per capita income element of the formula?

Mr. MacKinnon. Yes. It met a need back in the early fifties. It would come down to putting $1 in this State and $1 in this State.

There are other kinds of differences you can get into. But this, in terms of moving from one formula to another, may be the easiest step to make.

Senator Javits. Thank you very much, gentlemen.

Thank you, Mr. Chairman.

Senator Pell. Thank you very much.

Senator Beall. Following up on monitoring or evaluation, what would you all think of Congress mandating evaluation by OE of the States, and also mandating the evaluation by the States of local agencies similar to the way it was done by GAO?

In other words, don't evaluate everybody because you may end up evaluating no one. Each year or a couple years evaluate a number of States and so you get a really indepth evaluation done.

Mr. Nyquist. The U.S Office of Education, I was on one of their teams who had a program started 3 or 4 years ago of doing just that, evaluating State education departments' performance across the board. It wasn't for any particular program. So, I would not object to that.

Senator Beall. If they are doing something now, they must be keeping it in a locked file. I wasn't aware of it, although Dr. Bell has been most cooperative in notifying Congress of OE activities, and studies.

Mr. Nyquist. I remember I was on the team for Florida 3, 4 years ago.

Senator Pell. One question. As I understand it, the State plans are approved by the regional office, and then passed on to the Office of Education here in the District of Columbia.

Mr. Nyquist. That is the present system, yes.

Senator Pell. I am an opponent of the regional offices. I think they create an additional level of government, a fourth level, the regional office.

I was wondering what your views were on that. Do you like the present arrangement or would you prefer to go directly to Washington?

Mr. Nyquist. I once said I didn't care who approved what we do as long as we got a quick answer and a competent one, whether it was in the central government or whether it was in the regional office.

We don't get much leadership, I regret to say, from the regional office as far as New York is concerned. I have come to change my views, not because of the factor of propinquity—someone is down in New York City and we are down there too. I have nothing to do with it.

I think if you abolish the regional office and beef up the level of the people in the Office of Education you would have a much better monitoring of administrative systems by the Federal Government.

Senator Pell. I feel the same way. There is a greater control which enables us to make sure that the programs are run the same across the length and breadth of this country.

Mr. Nyquist. With the ease of transportation, although the mail is not so hot these days, Washington isn't terribly far away.

Senator **Pell**. The GAO report discusses this question of Federal funds to fund administrative expenses. I was wondering what your thoughts were on that. Do you think too great an amount is expended on administration?

Mr. **Nyquist**. Certainly the range of expenditure is remarkable. I know some State education departments, if you take all Federal funds for everything, it goes up to 80, 85 percent of their staff. They are really not State agencies.

I imagine the range is too high in some States, although those Federal funds must have done a great deal of good in those States where they were kind of barren.

I know for our own State you have to think of it in two different ways. We have 750 school districts in our State and 46 boards of cooperative education service, regional programs for the handicapped, and others.

A number of them need some leadership from the State level. Therefore, part of our funds are used—about 9 percent for all purposes—for providing technical services to the local school districts.

Senator **Pell**. What percent again?

Mr. **Nyquist**. Nine percent of the funds are used for all types of administrative purposes. Less than one-half, from 3 to 4 percent, are used for direct administration. You have to count the money, look at applications and similar types of activities.

The rest of it, 5 or 6 percent, is used for providing technical assistance and services to school districts—curriculum materials, development of curriculum materials, supervision, advising, going out to a local school district and showing them how to set up a program or stimulating them, monitoring, and similar types of activities.

Senator **Pell**. What would you in New York define as being direct administrative expenses? Is it the decisionmakers, or would it include their secretaries and office upkeep? How do you decide?

Mr. **Seckendorf**. The 3 to 4 percent deals with what we term specific administrative services.

Mr. **Nyquist**. Like what?

Mr. **Seckendorf**. The division of occupational education planning maintains a full-time planning staff, a small staff of six or seven people, professionals and clerical. We have a program management group of about eight or nine people.

Some of the other services include support for guidance specialists, educational facilities, planning, the development of our physical plant, certain overhead costs relating to the general administration of the Department, costs of the employment of temporary personnel for specific project activity, communications.

The finance office, some members of the finance office handle the accounting, the allocation of moneys, the preparation of materials for payment to schools.

These kind of expenditures we would consider to be administrative as compared to those that we would look at as program staff. They work in local districts on a field basis to help local agencies improve instruction, to develop and improve the staff, to assist in local planning activities. These kinds of activities we would consider to be program services.

So you can very carefully define that which is administrative, direct administrative cost, which represents somewhere between 3.5 to 4 percent of our part B money.

Senator PELL. Another problem that we have in my State, and I am interested in how you resolved it in New York, we have this sense of friction between vocational education in the secondary schools and the postsecondary vocational education.

I was wondering if you would enlarge a little bit on how you think that problem should be resolved.

Mr. NYQUIST. Yes. One thing that I counted as a virtue in our State is the fact that as a sole agency that covers everything from prekindergarten to the doctorate level, everything comes under our purview. Therefore, you have overall coordinating responsibility to avoid duplication, to teach people to emphasize the parity esteem between vocational education and other types of education, and so on.

We insist on coordinative planning in each of our regions, say, between the community colleges and secondary schools. We have our State advisory council that helps, and we are for retaining it.

Are there any other specific ways?

Senator PELL. Just one State advisory council?

Mr. GRAY. That is correct. There are presidents from community colleges as well as people from the boards of cooperative education services, and others, on the council.

Senator PELL. Maybe we could do that as a simple solution.

Mr. GRAY. Sure.

Mr. NYQUIST. We just don't have this problem. We were sensitive to this problem that they wouldn't talk to each other, we have coordinated that over a period of time.

Mr. GRAY. I think the important thing is that a conscious effort was made to deliver postsecondary vocational education through the 2-year college system in New York and not through any competing postsecondary vocational technical school system.

Senator PELL. One final question. What are you in New York doing in the prison system to give prisoners vocational training? How much of your funds are being spent there?

Mr. SECKENDORF. We have just entered into a cooperative arrangement with the department of correctional services, our agency, and the Department of Labor to develop improved programs in the correctional institutions.

We are now providing technical assistance, evaluation, and analysis of their programs and are recommending to them new kinds of programs to deliver both basic education, high school equivalency, and occupational education to persons in the prison system.

In fact, we now have some additional staff that were added to our jurisdiction for that specific purpose. We have taken advantage, too, Senator, of some of the equipment that is left over from our manpower sales centers under the Manpower Act, and we are in the process of transferring much of that equipment to the prisons to upgrade and improve their programs.

We have a large amount of surplus equipment from our old manpower program.

Senator **Pell**. What percentage of your funds is used?

Mr. **Seckendorf**. The Federal vocational funds?

Senator **Pell**. Yes.

Mr. **Seckendorf**. At the moment, none.

Senator **Pell**. What proportion of State funds?

Mr. **Seckendorf**. The educational program in the correctional institution is fully State supported.

Senator **Pell**. Right. But what support comes out of your vocational program?

Mr. **Gray**. At the postsecondary level we have a number of programs between the Auburn prison. Attica, and other prisons.

Mr. **Seckendorf**. Let me clarify that. New York State does not have a categorical appropriation of State funds for vocational education. The only discretionary dollars we have for program development in the State are the vocational education funds we receive from the Congress.

Senator **Pell**. Are you reasonably satisfied with the vocational education in your State prisons or not?

Mr. **Nyquist**. Not enough of it by far.

Mr. **Seckendorf**. It needs significant improvement.

Mr. **Nyquist**. I think we have been backward in our correctional institutions in providing education for inmates.

Senator **Pell**. I think you are right. This is one of the jobs that should be done throughout the Nation. Some States teach prisoners how to make metal license plates, but the only place they can make them is in prison.

Mr. **Nyquist**. That is right. It is a catch-22 proposition.

Senator **Pell**. At least you are expanding in this field.

Mr. **Nyquist**. Yes. In a compassionate concern on the part of the State university and on the part of our own department, we have higher education opportunity program funds that go to community colleges or private institutions who propose to establish programs in the correctional institutions. We have some of those.

The State university is proposing, and I hope it will go through this year, the establishment of a community college for inmates. They will be selected and transferred to this community college, which is itself a correctional facility, called Bedford Hills. The community college will be only for inmates. I hope that goes through this legislative session.

Senator **Pell**. Thank you, gentlemen, for making a very good presentation.

[The prepared statement of Mr. Nyquist and other information supplied for the record follows:]

Statement by

Ewald B. Nyquist
President, The University of the State of New York
and Commissioner of Education

Before the

Subcommittee on Education
Committee on Labor and Public Welfare
U. S. Senate

Thursday, March 6, 1975
2:00 P. M., EDT
Washington, D. C.

Mr. Chairman and Members of the Subcommittee:

I am Ewald B. Nyquist, President of the University of the State of New York and Commissioner of Education. I am pleased to have this opportunity to express the viewpoints of New York State with respect to our accomplishments and to comment on matters relating to legislative changes in the Vocational Education Act. At the outset, I would like to point out that the New York State Education Department acts as the sole agency for the administration of the Vocational Education Act. In addition, the New York State Board of Regents serves as the State Board for Vocational Education, appoints the State Advisory Council, and is the Federal "1202 State Commission." The Board's authority as the State Commission complements its State statutory authority for master planning for all sectors of postsecondary education--public, private and proprietary.

Impact of Federal Vocational Legislation on New York

In the declaration of purposes, the Vocational Education Act authorizes funds to be used "... to maintain, extend, and improve existing programs ..." as well as establish new programs. Although New York could have used the funds to assist educational agencies with the operating expenses of existing programs, we chose not to do so. Our attention has been directed to the improvement and expansion of vocational education in New York State.

In order to create change and to increase our programs, we devised a system for using Federal funds to make grants providing 100 percent of the money needed to establish new programs or to improve existing programs.

In the main, the funds have been used to assist local agencies with the purchase of equipment for new programs and to pay the cost of new teachers for these programs. Agencies accepting these funds have understood that they would need to provide the operating expenses for continuation of the new programs after the initial year or two, using State and local tax levy funds. Through this system the Federal funds, which are less than 8 percent of the total funds for vocational education in New York, have a tremendous impact on changing our State program.

Each year, we establish priorities within each program purpose and direct the funds to achieve those priorities. By using the funds as incentive grants, we have provided vocational education services to more people, provided new and updated facilities for programs, and generated an increased amount of State and local funds for support of vocational education at all levels.

Of the total expenditures in New York State for all vocational education in 1965, 17 percent was Federal funds. In 1974, the percentage of the total which was Federal was less than 8 percent. Thus, in 1965, New York State spent $4.88 for every Federal dollar received and in 1974, we spent $11.94 for each Federal dollar. New York does not have a categorical appropriation in the State budget for vocational education as do some other States. The general State aid system and local funds provide support of ongoing programs. The only funds earmarked for the development and expansion of vocational education are those under the Federal act.

Our procedure of allocating funds to agencies in adequate amounts to accomplish specific purposes with clear priorities, while not requiring matching at the local agency, has served New York well.

As an example, one of our early priorities was the construction of new facilities for secondary level area centers operated by Boards of Cooperative Educational Services (BOCES). For each $1 of Federal funds, more than $5 of State and local funds have been generated for this purpose. This year, we are close to completing necessary initial construction and will not need to budget additional Federal funds for this purpose. Additions to existing buildings will be constructed without Federal support.

Since the need for large sums of Federal dollars for construction in New York State is ending, we are able to increase the amount of money to expand and improve services to adults. In addition, large sums of money have been directed to the cities for the purpose of expansion and improvement service to people in those areas. Change and improvement have been made, although we are still a long way from creating all the capacity to serve the needs of large urban populations.

The five major cities in New York State represent 37 percent of the total secondary occupational education enrollment. New York City has 30 percent of the total secondary occupational education enrollment. In 1974, 57 percent of the total vocational education allocation went to the five major cities. New York City alone received 35 percent of the funds.

In earlier days when we were building a total system to serve all parts of the State, one of our highest priorities was the establishment of a network of area facilities under BOCES. We developed area schools at the secondary level in our suburban and rural areas where school districts were not able, because of size or financial base, to operate programs independently. At the same time, we provided support for initial change and improvement in cities.

Our priorities have shifted markedly in the past several years. The base program facilities are now available across the State. There are 72 BOCES area centers operating and serving more than 50,000 students each day. While these centers are not yet large enough to do the total job needed, the use of Federal funds has moved them a long way. The bulk of the expenditures for vocational education in these centers new must be borne by State and local monies because of the low level of Federal vocational education funding.

New York settled a long time ago on the concept that the two-year college system, with 44 community and agricultural and technical colleges, would be the primary delivery agent for postsecondary vocational education. Neither the State nor public school districts operate postsecondary technical institutes or area schools in competition with the established two-year colleges. We believe that this approach assures that quality programs will exist and that duplicative effort will be minimized.

On the basis of policies indicated above, illustrated by some examples, we have made significant improvement and expansion of vocational education in New York State through Federal resources.

Enrollment in occupational education at all levels has increased from 521,000 in 1963 to 812,000 in 1974. Total enrollment is expected to reach almost 973,000 by 1979. The following table illustrates the growth by level.

	1963		1974		% Growth
	Enrollment	% of Total	Enrollment	% of Total	1963-74
Secondary	321,000	62%	511,000	63%	59%
Adult	178,000	34%	227,000	28%	28%
Postsecondary	22,000	4%	74,000	9%	236%
TOTAL	521,000	100%	812,000	100%	

From 1963 to 1974, the postsecondary level has experienced the greatest change, a 236 percent growth. Their percentage of the total enrollment in vocational education has increased from 4 percent to 9 percent.

The enrollment of disadvantaged and handicapped students in occupational education programs was not reported in Fiscal Year 1963. However, between 1968 and 1974, combined disadvantaged and handicapped enrollments at all levels increased by almost 575 percent, from 29,000 to 195,000. By 1979, this enrollment should be approximately 230,000.

Since 1963, significant changes have occurred in occupational education priorities and, consequently, in program directions. Prior to the Vocational Education Amendments of 1968, Federal, State and local funds were primarily used to increase the availability of a diversified occupational education program for all segments of the population. Emphasis was placed on developing a network of BOCES area centers which allowed persons in all areas of the State access to a variety of occupational training programs. Within program areas, special consideration was given to expanding the number and breadth of occupational courses, based on existing and anticipated manpower opportunities.

While expanding the number of occupational facilities and program offerings continued to be a priority after the enactment of the Amendments of 1968, at that time Congress mandated that increased emphasis be placed on meeting the needs of specific groups of people. Special efforts were made to design and implement programs and services responsive to the needs of the disadvantaged, handicapped and adults and out-of-school youth. Development of cooperative work experience programs and, particularly, consumer and homemaking education offerings in economically depressed areas, were other Federal funding priorities during this period.

Currently, emphasis in New York State is placed on implementing the goals of the attached Regents Position Paper on Occupational Education, particularly those aspects dealing with elementary and early secondary students' needs for career education, continuing to increase the availability of adult occupational offerings, furthering the growth of programs and services in urban areas, and improving the quality of occupational education programs.

During the past ten years, the growth and development of course offerings has provided students with additional opportunities in emerging employment fields.

In 1963, of the 420,000 students enrolled in occupational education programs exclusive of consumer and homemaking education, almost 70 percent were in office education. Trade and industrial education accounted for 22 percent of the enrollments and the remaining 8 percent were enrolled in the occupational program areas of agriculture, distributive, health occupations, home economics, and technical education. By 1968, the office education enrollment increased numerically to 274,000; however, it was decreasing as a percentage of the total. Other program areas began to show significant growth. In health occupations education, for example, enrollments increased from 2,000 to 14,000. Enrollments nearly tripled in technical education, and trade and industrial education increased by 43 percent.

Enrollments continue to grow, particularly those occupational fields with critical manpower needs. Health occupations education enrollments are experiencing considerable growth. Program areas exclusive of office education comprised a greater portion of total enrollment, demonstrating constant efforts to diversify training opportunities. It is anticipated that similar trends will continue through 1979, as course offerings within each of the program areas are developed and expanded.

Significant change and progress has been made in vocational education during the 12 years of the Vocational Education Act. The Act permitted us to move from the rigid program based on the legislation of 1917 and 1946. In 1963, and to an extent again in 1968, there was a need for mandatory expenditures for specific purposes. The States then needed Federal direction and leadership. In these past 12 years, State programs have increased in both quantity and quality. Our review of the current legislation indicates that it has become complicated and built upon mandates and requirements not always reflective of the most pressing problems of the States.

I believe we are now at a point where the States, if given simplicity and flexibility in Federal legislation for vocational education, have the capacity to carry through Federal objectives with minimal Federal strictures.

Proposed New Federal Vocational Education Act

I would like, therefore, to offer our suggestions for simplifying and consolidating the Vocational Education Act.

Title I would include general provisions: a statement of purpose, authorizations, allotment formula, sole agency requirements, National and State Advisory Councils, planning and evaluation requirements and definitions.

Title II would provide for program services for three educational levels

--elementary and early secondary programs, secondary programs, and post-secondary and adult programs.

Title III would provide support services and include research and development, innovation, curriculum development and personnel training.

The legislation would provide authorizations increased significantly beyond those in current legislation; particularly for program services. Programs and enrollments have increased substantially in all of the States. At the same time, however, costs have risen. Programs that depend on Federal funds are in jeopardy because sufficient dollars are no longer available to maintain current service levels. In New York State, this is particularly true of programs for adults.

Federal funds should be distributed on the basis of population. If a single population figure is not acceptable, I suggest the use of several population age groupings, with a percentage of the State's allotment calculated on each group. (This is similar to the basis for state allotments in several parts of the current Act.) The proposed formula should apply to program services described in Title II and also to Title III activities. We also recommend that the current State matching requirement be dropped. Present matching requirements are not necessary because the States are spending four dollars for every dollar of Federal funds available.

The sole administrative agency provision should be continued. No provisions should be included which will permit more than one state agency to administer only part of the statute.

We propose the continuation of the National and State Advisory Council provisions. We believe they should remain as presently established, including the appropriations for their operation. The current responsibilities of the advisory councils are not expanded. They should not be given planning and administrative functions. We urge that the advisory council be just that--advisory.

Coupled with simplicity and flexibility in the new Act must be strong requirements for planning and accountability. We urge inclusion of a state plan requirement. A long-range and annual plan should be submitted each year to the U. S. Office of Education for review and approval. A strong planning requirement with sufficient arrangements for review and public hearing justifies the elimination of the present mandated setasides or categories for special target groups or purposes. Funds should be appropriated specifically to carry forward the planning functions.

With respect to program services, we recommend a reduction in the number of specific purposes from ten in the present Vocational Education Act to three major categories: elementary and early secondary, secondary, post-secondary and adult programs. We suggest that the elementary and early secondary education purpose be described as in the language of section 1056(b)(1)(D) of Part B of Title X of the Education Amendments of 1972. This language describes the establishment of career education concepts in the elementary and early secondary schools. Most of the States have begun to develop multiple versions of career education, and this should be continued. Under this provision, States would be permitted to identify amounts of funds necessary to implement career education concepts according to their priorities.

The current language under Part B, Section 122, Purpose (1) of the

Vocational Education Act adequately described the secondary education level purpose.

The separate postsecondary and adult education purposes should be combined. This will permit greater flexibility and minimize confusion over who is a postsecondary student and who is an adult student. It would provide the States leeway in making priority and budgeting decisions. The current mandated setaside for postsecondary institutions has done its job in developing the commitment of community college and other postsecondary institutions toward the delivery of adequate educational programs. In the future, the States need no minimum mandate here.

The current Act has categories for expenditure for the disadvantaged and handicapped, cooperative education, home economics, construction of facilities, and other purposes. We suggest that, either in the definitions contained in Title I or in the body of Title II, the Act should provide that funds may be used for these purposes: programs for disadvantaged and handicapped, cooperative education, work-study, consumer and homemaking education, construction of facilities, guidance services, contracts with private schools, teacher education, bilingual programs, curriculum development, research, evaluation, Statewide technical assistance, and State and local administration. There would, however, be no amount appropriated for each purpose. The distribution of amounts for the purposes would be set forth in each State Plan.

By using this system, planning can be done in a logical way without mixing program levels and population groups or program activities. The present State Plan format recognizes this flexibility, but the law does not.

The proposal to set authorized expenditures within the three major program service levels would place responsibility on the State to assure, through its planning efforts, that adequate attention will be paid to programs for disadvantaged, handicapped, and other persons by level. Determination of how much money would be spent on a particular population group should be justified by the State in its plan. Accountability provisions would assure that monitoring by the Office of Education was carried out in accordance with approved plans.

With respect to support services, we recommend that Federal funds be available for these activities: research and evaluation, innovation, and curriculum development. In addition, we propose the inclusion of the present provisions for professional training under the Education Professions Development Act, Part F. We believe that the funds should be allotted without a matching requirement. The areas represented in support services categories are intended to encourage State and local agencies to develop new approaches. In our experience, to accomplish this objective, agencies must not be required to generate a portion of the funds at the outset. If developmental activities are demonstrated to be successful, their costs will be picked up by the agencies themselves. In most instances, transporting successful demonstration activities is not as costly as the original developmental cost.

In summary, we urge the Congress to pass a bill that will provide a Federal focus on the needs of people in all States for increased opportunities for occupational preparation and, at the same time, enable the States to address individually the particular needs of their population for occupational education programs.

May I comment on two additional items I believe of interest to the Committee.

Comment on Sex Stereotyping

Sex stereotyping in occupational education programs has been a particular concern to our agency. In the past few years, we have taken some positive steps to deal with the problem. For example, while visiting occupational education program offices, our supervisors are required to monitor local programs for possible sex discrimination. Most recently, we have threatened to stop payment of Federal vocational education funds for a project in which we believe there is discrimination on the basis of sex in the operation of the program. As a part of our ongoing informational services to the local districts, we make it a point to distribute articles that could help break down sex stereotyping. In addition to these activities, we have sent memoranda to occupational education program directors which urge the removal of sex stereotyping, outline a series of steps that can be implemented, and advise that we will be closely reviewing their programs in this connection.

Comment on State Technical Assistance and Administration

It is my understanding that some concern has been expressed with respect to the amount of Federal vocational education funds used by State agencies for administrative costs. If I understand the issue, there is a belief that States use too much of the allocation for such purposes and thereby shortchange the localities. The fact that the Vocational Education Act has no limit on the amount of money which can be used for administration is compared with the fact that various percentages of funds are permitted for administrative costs in other Federal programs.

There is some danger in comparing percentage limitations for State administration of various Federal programs. Even size of gross allocations cannot be a good basis for considering how much might be needed. I assure you that we are having difficulties in some of the Federal programs because of maximum percentages.

The Vocational Education Act is broad and comprehensive with many aspects and many requirements, including the development of an annual and long-range plan, project management, supervision, programs at many levels or for a variety of population groups. It includes special categorical sections and purposes which require a wide variety of staff responsibilities. The establishment of a fixed percentage maximum for State administration would damage the quality of programs and have a detrimental effect on maintaining effectiveness and accountability.

When the Vocational Education Act was first enacted, we determined that we would do everything to keep Statewide technical assistance and administration costs for vocational education low. This has been done consistently. With ever-rising costs, we have had to make adjustments and pare our efforts to the minimum. We have not increased the size of our staff and, in fact, in some places reduced it or kept positions vacant in order to stay within our self-imposed limits. We have done this even in light of no significant increase in our annual Federal allocation during the past several years when costs increased very rapidly.

There are 164 professional and clerical positions in our office of Occupational and Continuing Education. Of this number, 97 are professional and 67 are clerical. By source of funds, 79 positions (48 professional and 31 clerical) are paid with State funds; 11 positions (5 professional and 6 clerical) with adult education funds; 18 positions (10 professional and 8 clerical) supported with CETA funds, and 56 positions (34 professional and 22 clerical) are supported with Vocational Education Act funds.

In addition to the 56 positions supported with Federal vocational education funds within this office, an additional 46 positions (26 professional and 20 clerical) are supported with vocational education funds and are located in other units within the Education Department.

No additional positions have been created within the Education Department chargeable to vocational education funds since 1970. As new functions have been identified, existing positions have been reclassified to provide new services.

It has been the practice of New York not to locate all support services in the office of Occupational and Continuing Education, but rather to use existing special services units such as curriculum development, guidance, finance and facilities planning, by supplementing those units with additional positions necessary to carry out work directly related to vocational education.

This system provides use of a larger staff to impact in the needs of vocational education. As an example, the Division of Educational Facilities Planning has a staff of educators, architects and engineers, all of whom assist in the process of review and approval of construction projects for vocational facilities. The total staff in this division contain 16 professionals, only one of whom is paid with vocational funds; the remainder are supported with State funds.

The following table displays the amount of basic grant funds used each year for Statewide technical assistance and administrative purposes:

Analysis of Statewide Technical Assistance and Administrative Costs
Under the Vocational Education Act
as a Percent of Total Part B Budget

Fiscal Year	% of Total Budgeted	% of Total Actual
1975	9.93	NA
1974	9.57	8.69
1973	9.71	8.11
1972	8.92	8.50
1971	9.95	9.35
1970	7.71	6.61

A much more important matter relating to administrative costs is a burden and does remove from direct program service a substantial amount of money which otherwise would go for program support. I am referring to the Executive Order which permits an agency to establish a percentage of its allocation or grant which it may use as it sees fit for so-called indirect costs attributable to the receipt of Federal funds. These costs range anywhere from five percent in some public school districts to better than 50 percent with universities and research agencies. I submit that this issue is of more significant concern, since these funds are not going for program-related costs and have no accountability attached to them. Perhaps the indirect cost process should be studied to determine if it should continue.

* * * * * * *

New York State is deeply committed to continued expansion of a total system of vocational education to assure that the occupational preparation needs of our people are met. This includes the extension to all school districts of successful career education models now being tested in 24 locations, including New York City; the improvement of our secondary school program in both the cities and the area centers; a stronger emphasis on preparation for technical occupations in the public and private colleges; and the availability of training, retraining and upgrading of adults in a completely reactive fashion.

Federal funds under the Vocational Education Act have assisted significantly in achieving that which we now have. The support of the Congress for continued and, hopefully, increased funds--coupled with improved legislation that will permit the States to meet their priorities more quickly--will be of great assistance.

NOTE ON APPENDICES

We are submitting with this statement five appendices: a statistical narrative describing the status of vocational education in New York, including a description of the populations served and information based on our followup studies of completors of programs at all levels; illustrations of exceptional and model occupational education programs in the State; a brief discussion of some issues raised concerning mandated set asides; a memorandum from the New York State Education Department to the Directors of Occupational Education in the State concerning steps to eliminate sex stereotyping; and a copy of the New York State Board of Regents Position Paper on Occupational Education.

APPENDIX A

Characteristics of New York State's Current Vocational Education Programs[1]

During the 1973-74 school year, more than 618,000 students were served in secondary, postsecondary, and adult occupational education programs in the public local educational agencies (LEAs), in the area occupational education centers operated by the Boards of Cooperative Educational Services (BOCES), and at the public two-year colleges and educational opportunity centers throughout New York State. This school year's occupational education enrollment surpassed the previous year's total occupational education enrollment by more than 48,000 students, a growth rate in excess of 8 percent. A significant factor in this continued growth was the availability of Federal assistance under the Vocational Education Amendments of 1968 (VEA).

Secondary Level Programs

Secondary occupational education programs served 386,839 students. Thirty-eight percent of the occupational education students at the secondary level were enrolled in the six major cities of the State--New York City, Buffalo, Rochester, Syracuse, Yonkers, and Albany. Outside of the major cities, 184,834 or 48 percent of the total secondary occupational education enrollees, were served in programs operated by LEAs, and 56,486, or 14 percent of the total secondary occupational education enrollees, were served in programs operated by the BOCES. It is significant to note that 77 percent of the LEA occupational enrollment was in business and office education programs, which are a standard part of the curriculum in nearly every secondary school of the State. Excluding business and office education, 55 percent of the occupational education enrollees outside the six major cities were served by BOCES. Secondary occupational education enrollment at BOCES increased by nearly 12 percent from 1973 to 1974, reflecting the trend toward sharing of resources and services among school districts which find it educationally and/or economically unfeasible to offer a comprehensive occupational education program.

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[1] Enrollment statistics do not include consumer and homemaking education.

Programs for Adults

At the same time, there were 157,104 adults served in occupational education programs in the recently concluded school year. Of the 113,573 adults enrolled in occupational education programs at the secondary agencies, the six major cities accounted for nearly 61 percent of the total adult enrollment, more than 71 percent of the adult supplementary students, and greater than 78 percent of the adults receiving related instruction as apprentices. Nonetheless, BOCES increased its relative share of the total number of adults enrolled in occupational programs at secondary agencies to 26 percent, while other LEAs served the remaining 13 percent. The adults served outside of the secondary agencies included 40,070 persons enrolled in part-time degree and nondegree occupational programs at public two-year colleges, as well as an additional 3,462 adults enrolled in part-time and full-time nondegree occupational programs at the educational opportunity centers.

Postsecondary Level Programs

Community colleges and two-year agricultural and technical colleges served 74,197 students in full-time degree and nondegree occupational programs. This is nearly a 15 percent increase in enrollment over the previous school year, with almost 97 percent of these occupational education enrollees in degree programs.

Characteristics of Persons Served

The distribution of enrollments among occupational program areas reveals a significant concentration in business and office education at all levels of study. Fifty-six percent of the total secondary occupational enrollment was in business and office education. Trade, industrial, and service programs accounted for an additional 27 percent, while the remaining 17 percent was distributed among the other five program areas--distribution, technical, health, agriculture, and home economics. Adult enrollees were concentrated in the same two program areas. Forty-five percent of all adult occupational education students were enrolled in trade, industrial, and service programs and 33 percent in business and office programs. Postsecondary students were more evenly distributed among the seven program areas, although business and office education accounted for almost one-third of all occupational enrollees at that level.

Secondary occupational education enrollments were 58 percent female. This was due primarily to high female enrollment in business and office programs, which were 78 percent female. Females also accounted for more than three-quarters of the enrollment in health and home economics programs.

while males dominated trade, industrial, and service; technical; and agricultural programs. Enrollments in occupational education programs at the BOCES were 60 percent male.

Of the total number of adults enrolled at secondary agencies, 63 percent were male. Apprentice programs, in particular, were male oriented; more than 99 percent of the adults receiving related instruction as apprentices were male. Moreover, 55 percent of those adults receiving occupational education on a part-time basis at public two-year colleges were male. Overall, males accounted for 60 percent of the total number of students who received occupational education at the adult level.

Postsecondary occupational programs also served a majority of males. Unlike the secondary and adult levels, postsecondary business and office programs served about as many males as females. Enrollment in the next largest program, health occupations, was 81 percent female. However, 53 percent of total postsecondary occupational enrollments were male.

Minority group participation rates in secondary occupational education programs were consistent with their representation in the entire secondary public school enrollment. Blacks accounted for 14.75 percent of secondary occupational students and 14.05 percent of the total public secondary school enrollment, grades 9-12. Overall, minority group members (Blacks, Spanish-surnamed Americans, American Indians, and Orientals) represented 25.2 percent of the secondary occupational enrollment and 22.6 percent of the total public secondary school enrollment.

Adult programs offered at secondary agencies enrolled a slightly higher proportion of minority group members--27.6 percent. Combining these adults with the adults served in occupational education programs at the urban centers and on a part-time basis at public two-year colleges, minorities represented 23.1 percent of the total adult occupational education enrollment. However, in adult programs providing related instruction for apprentices, only 8.8 percent of the students were minority group members. Only 6.9 percent of postsecondary occupational education enrollees at public two-year colleges were reported as members of minority groups, although minorities represented 18.5 percent of the total postsecondary enrollment at public two-year colleges.

Minority group enrollments in occupational education programs were concentrated in the six major cities. Eighty-five percent of the secondary minority group enrollees and 93 percent of the adult minority group enrollees were served in these cities.

Programs for Special Needs Students

Special needs students, requiring special programs or supplementary services in order to succeed in occupational education, comprised about 26 percent of the total secondary occupational enrollment. During the 1973-74 school year, 92,200 disadvantaged and 8,066 handicapped students were served in occupational education program offerings. Of the total number of disadvantaged and handicapped enrollees in secondary occupational education, most were served in the six major cities--83 percent of all disadvantaged enrollees were served in these cities, while 72 percent of all handicapped enrollees also received their instruction in the six major cities. Of the handicapped students served outside the six major cities, 65 percent were served in the BOCES programs.

Adult and postsecondary occupational programs served a lower proportion of special needs students. About 9 percent of the adult students receiving occupational education at secondary agencies were disadvantaged, with 80 percent of these adults being served in the six major cities. Nearly 95 percent of the educational opportunity center enrollment, however, were disadvantaged. Overall, about 10 percent of all adult students enrolled in occupational education programs were disadvantaged. Approximately 8 percent of the postsecondary students enrolled in occupational education programs were disadvantaged. Handicapped students accounted for .4 percent of the adult enrollment and .8 percent of the postsecondary enrollment.

Disadvantaged enrollments were most concentrated in health occupations programs at the secondary level. Over a third of the secondary health occupations enrollees were disadvantaged. The distribution across the seven program areas of postsecondary and adult disadvantaged students, as well as handicapped students at all levels, is roughly coincident with the distribution of general students.

Cooperative Work Experience Programs

Cooperative work experience programs served 20,203 occupational students during the 1973-74 school year. This increase in enrollments resulted in a growth rate in excess of 18 percent over the previous school year. About 4.2 percent of secondary and 5.6 percent of postsecondary full-time degree occupational students participated in cooperative programs. At the secondary level, most cooperative students were enrolled in trade, industrial and service, or business and office education programs: 31 percent in trade, industrial, and service programs; 28 percent in business and office education programs. Cooperative programs in distributive education, however, accounted for the largest share of the total enrollment in any individual secondary level program area, 23 percent. This was again true at the postsecondary level; cooperative distributive education program enrollments equaled nearly 29 percent of the total full-time degree enrollment in that program area.

Followup of Occupational Education Students

One of the most important measures of occupational education is the ability of its graduates to secure and hold jobs in the occupational field for which they are trained. Currently, the Reporting and Evaluation System for Occupational Education (RESOE) requires followup surveys of those students who complete occupational programs at each of the various levels of study in order to determine, among other things, whether individuals have been employed in occupations for which they were trained. During Fiscal Year 1974, data concerning the employment status of students who completed occupational education programs in the 1972-73 school year were collected and summarized.

In 1972-73, more than 128,000 individuals completed occupational programs at the secondary, postsecondary, and adult levels of study in public educational institutions across the State. These individuals constituted the potential supply of trained workers prepared through occupational programs to enter the labor force. However, 36,721 individuals were known not to have been available for placement for various reasons. Over 68 percent of these persons were electing to continue their education and will presumably enter the labor force at a later time. At the same time, 60,638 individuals responded that they were available for placement. Of this actual known supply, 35,233 individuals secured jobs in fields related to their occupational training, while 18,653 others accepted employment in fields unrelated to their occupational training. There were another 6,752 persons who were actively seeking employment but remained unemployed at the time they were surveyed. Also excluded from these status groupings are 30,948 individuals who completed occupational programs but whose status is unknown because they could not be located or did not complete and return survey questionnaires.

Completions at Secondary, Postsecondary and Adult Levels

Secondary occupational education programs were completed by 90,622 students. Of this total, 30,588 individuals were not available for placement, 70 percent of them because they were continuing their education. However, 40,532 trained persons were available for placement in business and industry. Altogether, nearly 88 percent of these labor force entrants obtained employment while the remaining 12 percent were reported as seeking employment at the time of the survey.

Followup information at the adult level is collected for adults enrolled in preparatory programs only. The assumption is that these adults are preparing themselves for employment in a new field; whereas, those adults enrolled in supplementary programs presumably have jobs already and are seeking improved competence and/or advancement in their present fields. There were 20,518 adults who completed occupational programs on a preparatory basis. Secondary agencies accounted for 95 percent of adult preparatory completions, while the educational opportunity centers recorded the remaining 5 percent.

Community colleges and two-year agricultural and technical colleges had 17,167 occupational students complete programs. More than 93 percent of these completions were in full-time degree programs. Of the 8,270 known individuals who actively sought employment upon completion of an occupational program at this level of study, more than 80 percent secured full-time jobs in an occupation related to their training. Another 12 percent accepted employment outside of their training, while less than 7 percent remained unemployed at the time of being surveyed despite actively seeking employment. There were 3,237 known persons completing occupational programs at this level who were not available for placement, 85 percent of whom indicated continuing education as their reason for non-participation in the labor force at this time. Nearly one-third of the total postsecondary completions were of unknown status.

Characteristics of Student Completions

The distribution of completions among program areas at all levels of study parallel the distribution of enrollments at each respective level of study.

Total secondary completions were 58 percent female, approximately the same share as that of total secondary enrollments. Females accounted for more than three-quarters of the completions in health, home economics, and business and office education; while male completions were concentrated in the remaining occupational program areas. The percentage distribution of males and females among each of the various status groupings identified in the followup survey were approximately equivalent. Each sex, assessed individually, revealed labor force participation rates of nearly 45 percent. Of these labor force entrants, females as a group displayed a greater likelihood of being employed full-time in related fields despite having a slightly greater incidence of being unemployed. At the same time, males entering the labor force more commonly accepted full-time employment in an unrelated field after completing occupational training.

Overall, completions at the adult level were 55 percent male. Completions at this level are not as heavily weighted with males as are enrollments, due to the exclusion of supplementary and apprentice program completions from the followup survey. Characteristics of individuals who have completed occupational programs at secondary agencies and educational opportunity centers differ to the extent that any consolidation of the two would distort actual relationships within each of the respective aggregates.

Approximately 56 percent of those adults who completed preparatory occupational programs at secondary agencies were male. Moreover, nearly 67 percent of these males entered the labor force, while only 45 percent of female completions elected to participate in the labor force. However, equivalent percentages of both male and female entrants into the labor force secured full-time employment in a related field, while males were twice as likely as females to obtain full-time employment in an unrelated field. This, in part, was influential in producing an adult male unemployment rate of 6 percent as opposed to 18 percent for females.

More than 75 percent of total completions of occupational programs offered at educational opportunity centers were female. Of the total number of completions, approximately 75 percent of each sex entered the labor force. Again, males and females were equally likely to secure full-time employment in a related field, and again, males were more likely than females to obtain employment in an unrelated field. This also was reflected in the female unemployment rate of nearly 22 percent, twice that of their male counterparts.

Total postsecondary completions were 54 percent male. At this level, females were slightly more likely than males to enter the labor force, as well as to secure full-time employment in a related field. Males, however, were twice as likely to obtain employment in an unrelated field and had an unemployment rate slightly lower than the female rate of 3.5 percent. Of the individuals not entering the labor force, three times as many males as females elected to continue their education.

At the secondary level, minority group members accounted for 5.5 percent of total completions. Specifically, Blacks represented 4.3 percent of all secondary completions. Nearly 60 percent of all minority group members who completed occupational courses as the secondary level were female. Almost 56 percent of these females entered the labor force, while 52 percent of all male completions participated in the labor force as well. Approximately 60 percent of both male and female minority group members who elected to enter the labor force secured full-time employment in a related field. Minority group members who were unemployed constituted a little more than 10 percent of those available for placement for both males and females.

At the adult level, minority groups accounted for more than 12 percent of total completions, while Blacks constituted two-thirds of this percentage.

Male and female shares of completions were approximately equal. Adult males registered a 65 percent labor force participation rate, while females scored 59 percent. Nearly 55 percent of female entrants secured full-time employment in a related field, compared with 38 percent of male participants. The unemployment rate of female minority group members was 22 percent; males fared slightly better with a 15 percent rate, reflecting once again the greater likelihood of males obtaining employment in an unrelated field.

Completions of occupational programs by minority group members accounted for 7 percent of the total completions at the postsecondary level. More than 63 percent of females and 53 percent of males participated in the labor force upon completion of their occupational training at the public two-year colleges. Nearly 85 percent of both male and female labor force entrants obtained full-time employment in a related field. Even more significant is that the unemployment rates of male and female minorities were only 3 percent respectively at this level of study.

Program Completions by Special Needs Students

More than 18 percent of the total secondary completions were comprised of students with special needs, the disadvantaged and handicapped. Approximately 43 percent of those students with special needs who completed occupational programs entered the labor force. More than one-half of these labor force entrants secured full-time employment in a related field. Another 20 percent became unemployed, while the remainder found employment in an unrelated field or on a part-time basis. Of those not entering the labor force at this time, more than 80 percent are continuing their education.

Adults with special needs accounted for nearly 19 percent of all adults who completed occupational programs. These adults had a labor force participation rate of nearly 68 percent and an unemployment rate of 12 percent.

Approximately 5 percent of the total postsecondary completions were persons with special needs. Nearly 93 percent of those individuals with special needs who completed did so in degree programs. Almost 50 percent of those special needs students who completed programs at this level entered the labor force. Nearly 80 percent of these labor force entrants obtained full-time employment in a related field, while 5 percent became unemployed.

Completions in Cooperative Work Experience Programs

Cooperative work experience programs were completed by 8,841 students at the secondary and postsecondary level. Approximately 9 percent of the total secondary completions were in cooperative work experience programs. The majority of secondary cooperative program completions occurred in business and office education; distributive education; and trade, technical, and service programs. At the secondary level, nearly 61 percent of those known to be available for placement were employed full-time in a related field. However, nearly 10 percent of those students who completed secondary cooperative programs and were known to be available for placement were not employed at the time of the followup survey. Approximately 3 percent of the total postsecondary completions were in cooperative work experience programs. About 70 percent of postsecondary cooperative program completions occurred in distributive education programs. Nearly 77 percent of those individuals completing postsecondary cooperative programs and known to have been available for placement were employed full-time in a related field. Moreover, only 1.5 percent of those known to be available for placement were unemployed at the time of the followup survey.

APPENDIX B

ILLUSTRATIONS OF EXCEPTIONAL OR MODEL PROGRAMS

SECONDARY

Occupational Learning Center

Syracuse City School District
409 West Genesee Street
Syracuse, New York 13202

The Occupational Learning Center is a new concept which represents an alternative program for secondary youth leading to a high school diploma and preparation for the world of work. The program is designed to serve the unmet needs of the most disadvantaged and disaffected students who are not able to succeed in the regular school program. Students referred to the Occupational Learning Center fall into one or more of the following categories: unable to succeed in regular school program as evidenced by failure and nonattendance in class; achieving at least two or more grades below high school grade level placement, especially in reading and math skills; dropouts and potential dropouts who can only be served by an alternative educational program; negative self concept and/or disaffection from anything relating to the future; home situation, environmental conditions, criminal record, and other personal factors that necessitate intensive individual attention; behavior ranging from apathetic to violently disruptive.

Students receive an individualized occupationally oriented program of instruction in out-of-school centers. This interdisciplinary instruction is combined with actual work experience and/or occupational training. Emphasis is concentrated on the basic skills of communication, computation, citizenship, scientific awareness, occupational orientation, and career preparation. Every effort is made to assess the students' needs and provide encouragement and assistance sufficient to ensure success in continuing a career oriented educational program. Progress is continuous so that each student can proceed as slowly as he needs or as rapidly as he is able. Occupational guidance and intensive personal counseling helps students better understand themselves and make more realistic career choices.

Housing Renovation Technology

Rochester City School District
13 Fitzhugh Street
Rochester, New York 14614

This program served 155 students in a housing renovation technology program and 67 students in a work experience program during the 1973-74 school year. These students were male and female 16-21 year old non-high school graduates (high school dropouts or potential dropouts). The program aims to use the dynamic of work and/or simulated work experience to show the high school dropout the necessity of returning to an educational setting to acquire the basic reading and mathematical tools needed for getting a job and maintaining and advancing in a job. The program is able to function through the sponsorship and cooperation of industry and education--Rochester Jobs, Inc. and the Rochester City School District.

A local industry granted a leave of absence to four tradesmen during the year, allowing them to serve as housing renovation instructors for the program. The combination of the housing renovation instructors and the academic classroom teachers tends to develop within the student working capabilities--both attitudes and skills that enable him to begin or expand career possibilities in the working world. On-the-job housing renovation training is reinforced in the classroom and classroom academic work is reinforced on the work sites.

Students are referred to the program from Rochester Jobs, Inc., parole and probation officers, New York State Urban Homes (New York State Division for Youth), settlement houses, social welfare agencies, schools, other program participants, New York State Employment Service, YMCA and YWCA, FIGHT, and Rochester Housing Authority, as well as other community agencies. Forty-two percent of the students enrolled are from minority population groups. They have a 70 percent attendance average in the program. Based upon past research on a comparable group of students this represents an increase of about 100 percent when compared to their attendance at the last school attended.

Grape Farming Project for Handicapped Students

Chautauqua County BOCES
P. O. Box 250
Fredonia, New York 14063

A 5-year agreement was reached with a local owner to work 15 acres of grapes as an educational experience for handicapped students over a 5-year period. Chautauqua County ranks as one of the leading grape producing areas in the State, and as a result, local grape farmers have indicated a need for help trained in the grape production occupations. This project allows handicapped students to receive training in the various skill areas associated with grape farming by actually managing a 15 acre grape farm. Each student, depending on his or her abilities, tying, pulling brush, post setting, wire stretching, cultivating, etc., through harvesting. Aside from undergoing a unique experience, the students develop skills in a shortage area and thus become employable.

Approximately 40 students took active part in this project in the past year. Handicapped students worked with the regular occupational students in the bookkeeping aspects of the project; students in the agricultural mechanics course aided them in the utilization of farm equipment and worked with the handicapped in the vineyard, instructing them in the operation and safety aspects. Area farmers loaned equipment; personnel from the Cornell Grape Experimental Station and the Kraft Food Company provided advice and aided in the training of the students. The project demonstrated how community resource people, administrators, teachers, and pupils can work together to provide a valuable program to meet student and community needs.

Work Experience for Handicapped

Steuben-Allegany BOCES
P. O. Box 831
Bath, New York 14810

The unique feature of this program, serving 90 physically handicapped and educable mentally retarded secondary youth, is community involvement in all phases of training. In addition to receiving classroom training, first year students join supervised "crews" and perform such work as painting, household cleaning, and yard work for private individuals and nonprofit organizations. Small donations received from the jobs in private homes go into the recreation fund, which is used to provide a "recreation day" every 6 to 8 weeks. This leisure activity is especially important, since these students rarely join sports programs or clubs in their home schools. In the second phase, students made out job applications, go through actual interviews, and take part-time jobs. In the third phase, the students work in training stations within the community. Students spend 10 weeks in each job situation and are paid for their work. The second and third phases of the program are supervised by a work experience coordinator.

Prevocational Orientation Program

Syracuse City School District
409 West Genesee Street
Syracuse, New York 13202

This prevocational program was designed to serve a target population of 200 potential dropouts from nine junior high schools. The Syracuse schools and the Upstate Medical Center cooperated in bringing these students into closer contact with the "world of work" before they were required to make definite career choices. Guidance personnel at each junior high school selected the students to be enrolled in a 2-week half-day program at the hospital. The students were tested to determine their occupational preferences and potential.

Each day the participants visited a different work setting for the purpose of observing employees functioning in a variety of jobs, including technicians, secretaries, nurses, electricians, masons, and librarians. The students were able to discuss a variety of topics with the workers such as job assignments, work satisfaction, salary, and education requirements. Group sessions were held in which the students exchanged observations and discussed attitudes, goals, and methods used to cope with job or school related situations. Role playing was used to demonstrate acceptable behavior during interviews and on the job. Group and individual counseling were also provided to all participants.

Satellite Academies Program

New York City Board of Education
110 Livingston Street
Brooklyn, New York 11201

The Satellite Academies Program trained 550 disadvantaged students for positions in health and office occupations. The academies were situated in rented buildings adjacent to student work sites. The close proximity of work and school sites enabled the companies and academies to coordinate counseling and training for students.

The program participants were able to earn credits sufficient for a high school diploma. Those in clerical training worked for major private companies in banking, stock exchange, insurance, and communications. The health career students were trained for positions such as laboratory technician, medical recordkeeping technician, inhalation therapist technician, and X-ray technician.

Students first received pre-job training, including a 7-week summer session in skill training and assessment followed by work related orientation. Students then worked full-time on alternate weeks and received advanced occupational training using company resources. Analysis of this work experience was conducted in academy discussion sessions. During the other weeks the students attended academy classes up to 3 hours a day to receive instruction in job related English and mathematics and occupational subjects. These classes were conducted in learning laboratories, which utilized programmed instruction supplemented by individualized teacher assistance.

After School Skills Program

New York City Board of Education
110 Livingston Street
Brooklyn, New York 11201

This program was designed to seek out disadvantaged students from feeder schools and provide them with entry-level summer and full-time jobs in 19 trade areas including automotive, aviation, construction, drafting, electronics, food preparation, graphic arts, maritime occupations, metal trades, and personal services. Each course was broken down into small units of training, with each unit containing the skills necessary for a particular entry-level job. The students were able to progress to other units and thereby acquire advanced skills. Emphasis was placed on developing newer skills such as the use of diagnostic test equipment for automotive repair or numerical controlled machines in machine shop courses. Performance tests to determine proficiency in entry-level skills were administered to students following completion of each skill unit.

The training was conducted in 25 skill centers which were selected on the basis of accessibility to disadvantaged students throughout the city. Classes were offered late afternoons, early evenings, or on Saturdays, with scheduling flexible to accommodate students from nonprofit private schools.

POST-SECONDARY

"Taste of College" Program

Fashion Institute of Technology
227 West 27th Street
New York, New York 10001

The 1-year "Taste of College" program served 65 disadvantaged students and high school dropouts recruited through the Auxiliary Services for High Schools program of the New York City Board of Education. These students, who might otherwise have had no opportunity for exploring careers in fashion, received counseling and were then enrolled in one or more specialized fashion courses at FIT. The objectives of the program were to motivate students to complete their high school equivalency and to encourage them to pursue post-secondary education in the field of fashion. Components of the Taste of College program included special orientation sessions; provision of supplies, textbooks, and equipment; special assignments of faculty and teacher's aides; a faculty workshop; evaluation by an industrial consultant; interviews for enrollees with the college's placement counselor and the Associate Dean for Continuing Education, to plan academic and occupational futures; and an intensive studio practice course in the month of June, to conclude the program.

Thirty-three of the 65 enrollees will be continuing fashion studies in the 1974-75 academic year, either as regular full-time or part-time students, or in an extension of the "Taste of College" program. Another 13 students were placed in jobs obtained through the college's placement office.

Electrical Technology Option--Microwave Technician

Bronx Community College
120 East 184th Street
Bronx, New York 10468

This new specialized option in the Electrical Technology curriculum is designed to train students as opportunities open up for microwave technicians with companies engaged in construction of new facilities resulting from recent FTC regulations permitting microwave competition with Long Lines Routes. Microwave technicians are needed to operate and maintain the equipment used between domestic communication satellites and the ground stations located around the population centers which will receive these signals.

Strong support was expressed for the program by electronic companies in the metropolitan area engaged in construction and operation of microwave facilities. Support provided under the grant enabled the college to improve its courses in low frequency and radio frequency transmission lines, microwave frequency transmission lines, and radar and propagation.

Environmental Control Option in Civil Technology

Monroe Community College
1000 East Henrietta Road
Rochester, New York 14623

The equipment obtained under this grant is being used to establish a laboratory for a new environmental course leading to an option for students seeking employment as technicians. Laboratory renovation and provisions for furniture as well as additional equipment are being furnished by the college. Equipment utilization provides for experiments to measure flow rates in creeks, drainage culverts, sewers, and other open channels; and to investigate purification capacity of small streams and water and wastewater treatment processes.

Sophisticated chemical processes are being used to supplement traditional biological and physical processes, adding substantially to the training requirements for environmental technician. The county's Pure Water Agency has indicated that the area served by the college will require 200 technicians over the next several years as a result of the construction of four large water pollution control plants.

Developmental Skills Program

Delhi Agricultural and
Technical College
Delhi, New York 13753

The need for this program of developmental skills training grew out of the increased enrollment in recent years of students who lack much of the preparatory education necessary for suitable entry into the college's programs in health, business, and engineering technology. For example, in the fall of 1972, over 1,000 incoming students were given a standardized reading test, required to prepare a writing sample, and surveyed below the 25th percentile in reading, placing them in the lowest quarter of a college freshman class according to national norms. Twenty percent displayed serious weaknesses in writing skills, and over 30 percent were below the 30th percentile on the Brown-Holtzman Survey of Study Habits and Attitudes.

The problem of attrition due to academic failure and of extended attendance beyond the normal four semesters led the college to seek funds to establish a developmental skills center to remedy the problems resulting from inadequate preparation for post-secondary education on the part of these students. Of the technical students selected for the Skills Program, 60 percent were in the lowest quartile in reading, 71 percent gave evidence of a need for instruction in writing, and 67 percent were below the 20th percentile on the study habits survey. In addition, 50 percent of these students had high school averages below 75.

The structure of the program consists of individual and group instruction in study, reading, and writing skills with direct relevance to students' technical courses. Topics of instruction in the study skills are determined jointly by the occupational instructors and skills center instructors and include notetaking, outlining subject matter, study-type reading skills, preparation for examinations, and report writing.

Development and Preservation of an Outdoor Instructional Facility

Farmingdale Agricultural and
Technical College
Farmingdale, New York 13408

The expansion of the college campus, including parking areas and new buildings encroached upon and in several instances resulted in the destruction of plant materials and wooded natural areas where meaningful outdoor laboratories and field studies were conducted as part of the college's agricultural program. Increased urbanization of the area surrounding the campus resulted also in instances of vandalism and unauthorized use of the land, making it unsuited to instructional purposes. This project enabled the college to close off its last remaining agricultural land and to rehabilitate it in order that it might regain its importance as an agricultural laboratory for use by students. As a result of this project, the land, which is now protected by a surrounding fence, consists of a "pest patch" with a lawn area and several varieties of plants which are used for the study of plant diseases. In addition, there is now a poisonous plant patch for identification purposes, an aboretum of woody plants and shrubs, nature trails featuring plant types, plant pests, insectivorous plants, termite and ant colonies, natural mosquito breeding areas, small animals, birds, beneficial insects, and various ecological environments.

ADULT

Color Television and Communications Techniques

New York City Board of Education
110 Livingston Street
Brooklyn, New York 11201

A program in color television techniques was initiated to replace training on the use of outmoded black and white equipment. Specific objectives of the program were to prepare students to obtain a First Class Federal Communications Commission license, and to provide practical experience on the journeyman's level for television-radio studio work in the two-way communications field.

The program, designed to serve 56 adults, was conducted the entire year, 2 evenings per week for a 2-hour period. Students spent 3 months completing classroom and studio lessons, and then were assigned to local television stations and other media areas for practical work experience. Instruction focused on the operation and maintenance of color television cameras, studio lighting, video tapes, audio monitoring equipment, and mobile two-way radios. Surveys have indicated that entry level and promotional employment opportunities exist at both television and radio stations, electric companies, teleprompter and cable television organizations, the Transit Authority, and other communication companies in the New York City area. Prior to program completion, graduates were being requested at many of the above locations.

Bilingual Adult Occupational Education Program

City of Rochester
13 Fitzhugh Street
Rochester, New York 14614

This new program, in the developmental stages, is being designed to serve Spanish-surnamed American out-of-school youth and adults in the Rochester community. The concepts of the program are to employ full-time bilingual instructors to provide occupational education instruction during the evening hours, develop appropriate curriculum materials, maintain employment contacts for placement of graduates, and implement follow-up procedures.

During the initial stages, surveys were taken to identify specifically those disadvantaged adults who were interested in enrolling in a bilingual occupational education program for job preparation, advancement, and apprenticeship training. Additionally, appropriate instructional fields for disadvantaged adults were determined so that the interests of this target group would be met. Finally, through the developmental phase, staffing needs and facilities to be utilized were identified for the program's implementation. Consultation with educators already involved in bilingual occupational education programs helped to establish instructional techniques. A task force of community representatives was formed to provide the necessary input on the population to be served, types of programs to be offered, industry-business cooperation, and continued program development.

Tenement Housing Management and Maintenance Training

Bronx Community College
120 East 184th Street
Bronx, New York 10020

This new adult disadvantaged program trained and counseled urban residents in the management and maintenance of housing, in preparation for employment with the local housing authority. In recognition that many of the area's health problems result directly from the steady decline in the quantity and quality of housing, the Dr. Martin Luther King Jr. Health Center, in cooperation with the continuing education division of the college, conducted an indepth study of the problem. Recommendations growing out of the study conducted in 1971 included the creation of a nonprofit community housing development corporation.

In accordance with the study's recommendation, the Bathgate Community Housing Development Corporation was created, and assumed almost immediately the role of de facto landlord of a $200,000,000 housing block under the receivership program sponsored by the New York City Housing Development Administration.

An immediate objective of the local Bathgate Community Housing Development Corporation was the creation of jobs for unemployed and disadvantaged males in the community to train them in management and housing rehabilitation skills which could be put to use in restoring the units acquired by the corporation. This project was funded to enable the Health Center in conjunction with the college to recruit and train 30 persons in these skills.

The program was conceived initially as a pilot effort with implications beyond the limited population served by the two agencies engaged in this project. As inner-city housing continues to deteriorate at a rapid pace, as present property owners find the costs of managing and maintaining urban property to be prohibitive, and as more and more areas of urban housing are abandoned by nonresident landlords, the training in housing management and maintenance needed by local residents will increasingly be a shared responsibility of local educational institutions and community organizations.

Aquatic Ecology

Buffalo City School District
712 City Hall
Buffalo, New York 14202

A program in aquatic ecology was started to train adults for careers as technicians or professionals in environmental studies, ecological sciences, pollution control and measurement, marine biology, water resources, and conservation.

Prior to program development, discussions were held with guidance personnel and teaching staff from area colleges as well as persons from the Erie County Department of Health. The results indicated an annual need for trained personnel in municipal water treatment plants and local industries involved in identifying sources of pollutants and levels of toxicity in the area's water systems.

Instruction was provided in basic ecological theories and their application to water resources in the Buffalo area; determination and identification of marine habitats; and identification and measurement of pollutants, both industrial and domestic, and their effects on the aquatic ecosystems.

Adults were informed of the availability of this new program through school brochures, publications, and the local advertising media. Additionally, employed government workers were appraised of the program offering.

Work-Related Instruction for Disadvantaged Adults

St. Lawrence BOCES
13 Main Street, P. O. Box 231
Canton, New York 13617

This pilot program was intended to serve low income out-of-school youth and adults in need of job-related instruction in order to raise their employability potential. The program provided learning activities which assist students in functioning well with employers and fellow employees; completing forms such as job applications, time sheets, and tax returns; and becoming familiar with labor laws, social security benefits, and job interview situations. Simultaneously, adults were enrolled in various skill training programs in the area.

The instructional content was composed of 60 specific lesson topics covering all aspects of self-motivation, work relationships, and employee benefits. Through evaluation it has been determined that the program in many instances motivated students to search for employment. In some cases a student's employment potential was increased through basic remedial education.

APPENDIX C

Some Issues Concerning Reports on Mandated Setasides

Both the Government Accounting Office and Project Baseline have reported that States are not observing the requirements for expenditure of minimum amounts for postsecondary, disadvantaged, and handicapped students.

Project Baseline has consistently determined expenditure percentages using the total of funds allocated to a state for all purposes, including the categorical programs. This is a gross error, since the mandated setasides apply only to that portion of the funds allocated under Part B, Basic Grants to States.

The General Accounting Office used the annual financial reports of the States to determine if the mandated setasides were followed. In using this technique, much confusion has developed because of the carryover provision, which allows funds allocated to a state in one year to be used in the following year. The financial report submitted by the state requires that funds expended during a particular year be reported and includes, in most instances, funds from two fiscal years. Only if GAO analyzed two consecutive financial reports, would it have been possible to find the correct totals of funds expended for a particular setaside, based on the amount appropriated for each fiscal year.

If all funds budgeted for a specific setaside were expended during the fiscal year in which they were allocated, but funds for other budgeted purposes were carried over to the next year, the percentage calculated from the single financial report for the setaside would be incorrect. If a portion of the mandated setaside were carried over from one year to the next, the percentage calculated on the basis of one financial report would be incorrect.

The problem of determining whether a state adheres to the setaside provisions is caused by the reporting forms designed by the U. S. Office of Education. These forms do not allow a state to report in a manner which shows clearly amounts expended for each purpose against the amount allocated for a particular fiscal year.

In New York State, the State Plan, once approved, becomes the expenditure plan. When funds under a particular purpose or setaside are carried over into the next fiscal year, they are carried over within the purpose for which they were budgeted. Our records show that we have expended funds from each fiscal year according to the requirements of law, although all of each setaside may not have been expended within the fiscal year in which they were appropriated.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12224

APPENDIX D

OFFICE OF THE
ASSISTANT COMMISSIONER FOR
OCCUPATIONAL EDUCATION

August, 1972

TO: Directors of Occupational Education

FROM: Robert S. Seckendorf

In April 1972 the Board of Regents issued a position paper entitled, Equal Opportunity for Women. In this paper, the Regents together with Commissioner of Education Nyquist urged the educational community to take the initiative to extend to women their full share of educational and employment opportunities. Their recommendations for providing equal opportunities and eliminating discriminatory practices included: "(1) recruitment and promotion of women in professional and managerial positions; (2) ending sexual stereotyping in the elementary and secondary schools through changes in instructional material, inservice training of educational personnel, and assuring that all courses of study are available to girls and boys; and (3) providing equal opportunity for women as students and faculty members in higher education."

Together with the rest of the educational community, occupational education leaders have the responsibility to implement the recommendations of the Regents. While strides have been made in this direction, much remains to be done to insure that girls and women not only have equal opportunity for career preparation but are educated in a manner which will eliminate sexual stereotyping and will make women aware of their full range of potential and opportunities.

The following is a brief, and certainly not all-inclusive, list of steps which occupational education directors can take to promote the desired attitudes and opportunities.

1. Courses should be equally open to both boys and girls.
2. New physical facilities should be designed to enable girls and boys to have equal access to all instructional areas, laboratories, and workshops. Whenever necessary, special arrangements should be made to insure the same accessibility in existing facilities.
3. Recruitment efforts for all programs should be equally directed to boys and girls. In some cases, however, special attention should be concentrated on creating awareness among girls of the complete range of educational opportunities open to them.

4. Public relations and promotional efforts should include materials and information which will encourage parents to educationally and occupationally guide their children based on their interest and ability rather than sex.

5. Teaching and guidance staffs should have the necessary preparation and instructional materials to broaden students' attitudes toward the economic and occupational roles of both sexes, and to meet the teaching and counseling needs of students who are already aware of the opportunities which should be available to them.

6. In some cases, special occupational exploratory courses should be provided to girls in those program areas which they may be reluctant to enter as a result of traditional exclusion of women.

7. Through support of career education, the Director of Occupational Education can promote the opportunity for all students to be familiar with, and have some exploratory experiences in, a wide range of occupations.

8. Hiring and recruitment practices, for teaching and administrative staff, should be examined in light of the Regents' recommendations for "recruitment and promotion of women in professional and managerial positions."

These steps are only a few examples of the ways in which the occupational educational community can work toward assuring equal opportunity for all students. We are certain that you have already implemented some of these methods and others as well. We are attaching a copy of the Regents' position paper, Equal Opportunity for Women, so that you can examine in greater detail the concerns and recommendations of the Regents.

Thank you for your continued efforts in working toward the elimination of discrimination in any form.

Appendix E

A Position Paper . . .
. . . No. 11 of a Series

1784

OCCUPATIONAL EDUCATION

A Statement of Policy
and Proposed Action
by the
REGENTS OF THE
UNIVERSITY OF THE
STATE OF NEW YORK

THE STATE EDUCATION DEPARTMENT
ALBANY
MAY 1971

THE UNIVERSITY OF THE STATE OF NEW YORK

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FOREWORD

An educational system that is comprehensive and provides full opportunity must assist each individual to sustain himself through productive employment consistent with his abilities and interests. For nearly every person, work, or the inability or failure to work, is a prime determinant of standard of living, family relationships, friendships, life style, community service, citizenship, and leisure time. Each individual's occupation is a major factor in his sense of control over his own destiny. In our complex, technological, affluent society, this sense of control is remote if not unattainable without economic well-being, and without the knowledge that one is using his own powers to accomplish something of value to himself and others. For these reasons, the education we are developing in New York State must include a strong system of occupational education.

In this paper the Regents state their position on occupational education. The statement includes both short- and long-range guides for the development of occupational education. We urge support of the plan by legislators, the Governor, and all persons in the State concerned for our future environment.

Ewald B. Nyquist

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President of the University and
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INTRODUCTION

Occupational education has been a national, State, and local need and concern throughout this century. In recent years, however, various forces in our society have focused public attention on the need for vastly enlarged and improved systems of occupational education.

The expanding economy and increasingly complex technology on which so much of our social order depends have forged a common concern on the part of business, industry, labor, government, and the general public for the creation and maintenance of a competent work force. As society becomes more complex, so does the problem of creating and maintaining a work force adequate to meet its needs. Industrial change creates demands for new types of occupational skills, while diminishing or eliminating the demand for other types of skills. The uneducated and unskilled find themselves increasingly disadvantaged in the labor market, even as demand grows for higher levels of skill, resulting in the " manpower paradox " of workers without jobs at a time when jobs are unfilled because of shortages of qualified workers. Programs are needed to prepare workers for jobs which exist and are emerging, and to enable those already in the labor force to maintain job security even as occupational requirements change. The fundamental need is for an occupational education system as comprehensive and flexible as the society it serves is complex and changing.

Accelerating social change has created new awareness of the need to ensure equal opportunity for productive employment and career advancement for all Americans. In New York State the incidence of chronic poverty, unemployment, and welfare remains significant among all population groups, white and nonwhite, urban and rural, and is epidemic among minority groups, particularly blacks and Puerto Ricans in inner-city areas, where these problems are intensified by continued racial, ethnic, and social class segregation. Barriers continue to exist to equal opportunity for career advancement and development of maximum educational potential. Our objective is to place our educational institutions in the vanguard of developing and sustaining equal opportunity for all in a racially and socially integrated society. We believe that implementation of the recommendations developed in this paper will contribute substantially to ensuring equal educational opportunity. Equal opportunity in the labor market, while it is a concern of the Regents, is rooted in circumstances not always related to education, and will require action beyond the scope of this paper or the educational system.

An occupational education system capable of serving all students will need to be broadly conceived as part of a redesigned total educational system which has as one of its major purposes preparation for earning a living. Since students will not only be preparing for jobs which exist or are emerging but for jobs of the future, whose nature cannot always be foreseen, occupational education will need to place increased emphasis on developing general learning ability as well as specific skills. More than ever before it will function as a means for learning to use the arts and sciences in real life situations, and as a source of and motivation for other forms of learning, rather than a substitute for them.

To serve all people, occupational education must be part of a macroeducational system which recognizes the career implications of all education and the educational nature of all experience, and which therefore minimizes " credentialism," or the idea that the only true path to success and happiness is an education leading to a traditional 4-year degree or beyond. The need is evident for an educational system containing multiple avenues to success and happiness. Students themselves view with increasing skepticism the idea that 4 years of a traditional college education is necessary for everyone. It was recently estimated that one out of every six students is on campus against his will — under pressure from his parents, his peers, or the prospect of being drafted. Recent estimates indicate that in the next 5 years New York State will have 350,000 more jobs requiring 2 to 4 years of technical education. Society at large is recognizing with new clarity that a tolerable future depends on skilled workers as well as professionals. Accordingly, Regents are concerned that young people who want and will benefit most from occupational preparation receive as much attention from the State as students in the academic curriculum.

Definition

For programing purposes, we define occupational education as that part of the educational process which prepares people for employment in occupations requiring less than the baccalaureate degree. However, occupational education in its broadest sense should be seen as an aspect of the total educational process. While it can be distinguished from other components of the educational process by its emphasis on developing job skills, occupational education functions as part of the total process in developing the many characteristics needed for personal, social, and occupational success. Besides developing specific job skills, occupational education provides orientation to work, and guidance in the selection of educational and occupational objectives. It is therefore a program for all students, not only for those who desire training in specific job skills.

Occupational education begins in the earliest grades and extends through all instructional levels, serving all people, regardless of age. In the elementary grades, occupational education develops understanding of the concept of work, positive attitudes toward work and the worker, and familiarity with the various kinds and fields of work. At the early secondary level, it provides exploratory and prevocational experiences leading to understanding of careers and the consequences of educational and occupational choices. In the later secondary grades, it provides skill training in clusters of occupations for job entry and/or continuation of occupational education at the post-secondary level. Post-secondary occupational education provides further opportunities to prepare for employment and directs a major portion of its attention to preparation for occupations requiring high degrees of skill and specialization. For adults and out-of-school youth, occupational education provides remedial and preparatory training for employability, job security, mobility, and advancement.

Occupational education therefore comprises all programs which provide training for employment, whatever the agency, public or private, which operates the program, and wherever the program may be housed: within the established public educational system, including public schools, area occupational education centers, manpower skill centers, public 2-year colleges, and urban centers; in private occupational schools; in specialized institutions such as hospital schools and rehabilitation centers; or within business and industry.

Current Status

Through State, local, and regional cooperation, and with Federal assistance, New York State has responded to the need for expansion and new directions in occupational education by developing a system of occupational programs serving persons of all ages in all communities of the State. Enactment of the Vocational Education Act of 1963 and the 1968 amendments to that act provided Federal funds to supplement State and local support of programs for secondary and post-secondary students, disadvantaged and handicapped persons of all ages, and adults and out-of-school youth. These funds represent approximately 10 percent of the combined Federal, State, and local expenditures for occupational education in New York State's public schools, area occupational centers, and public 2-year colleges.

The State's occupational education system includes a network of 67 area occupational education centers, administered by boards of cooperative educational services. The area occupational education centers provide access to comprehensive occupational education programs for students from school districts whose size and finances prevent them from offering a broad enough selection of occupational programs. The system contains a network of 44 public 2-year colleges, including six agricultural and technical colleges and 38 community colleges. Several of the public 2-year colleges also administer urban centers, which provide easier access to post-secondary occupational education for inner-city residents. Nearly every secondary school in the State offers some occupational education programs, and each of the major cities conducts a comprehensive program. Federal manpower legislation has assisted the State and localities in developing an extensive network of manpower skill centers providing training and retraining as well as remedial basic education for adults. Altogether, these occupational education programs within the established public educational system currently serve more than 667,000 youth and adults.

Residents of New York State also have access to a broad selection of occupational programs outside the public educational system, the most important of which are various State and federally assisted remedial manpower training programs; programs offered by private educational institutions, such as trade and business schools; and specialized programs offered by labor unions and by employers, including government agencies, businesses and industries, and hospitals.

These existing programs could constitute most of the necessary elements in an occupational education system comprehensive and flexible enough to serve the needs of all the people of New York State.

POSITION OF THE REGENTS

To guarantee an adequately prepared work force, and productive employment for all who are able and willing to work, New York State will need to fashion a *comprehensive system* of occupational education programs and services. Such a system will be *comprehensive* in that it will serve the occupational education needs of all persons in the State, including persons attending nonpublic schools, and in that it will utilize all available resources for occupational education, in a coordinated, nonduplicative, and cost-effective manner.

A Continuing Program

The system will provide a continuum of occupational education programs and services, beginning in early childhood and extending through all instructional levels, including adult and continuing education. Components of this continuum will be designed to ensure development of student characteristics at approximate key ages; for example:

- By age 9, the student understands the concept of work, appreciates the value of work and the worker, and is familiar with a wide variety of kinds and fields of work.
- By age 12, the student is familiar with the broad families of occupations, is aware of the prerequisites for employment in the various kinds and fields of work, and understands the ways of progressing from one occupational level to another. He is developing awareness of his own abilities, interests, and aptitudes in relation to various occupations.
- By age 15, the student is able to assess his own potential and to participate in making informed decisions regarding his immediate educational and occupational goals. His options include access to occupational programs which prepare him for immediate employment upon graduation, for continued occupational education at the post-secondary level, or for exit to the labor market prior to graduation.
- By age 18, every student is able to choose and plan the next step in his occupational and educational career. The occupational education student is able to obtain entry-level employment in occupations for which he is trained, and/or to enroll in post-secondary occupational education.
- By age 21, and for as long as he is able and willing to work, every individual is employed in a position commensurate with his skill development, and is able to select from continuously accessible preparatory and remedial programs which provide training and retraining for employability, advancement, job security, and mobility, appropriate to his talents, interests, and needs.

For these objectives to be realized, there will need to be greater career consciousness throughout the educational system. Career education is an idea whose time has come, not in the sense that preparation for work should become the sole or even major focus of the educational process, but in the sense that student exploration of career interests, aptitudes, and abilities is a powerful means of effecting a much-needed infusion of reality into the curriculum.

Early Exposure

If the objectives for ages 9 and 12 are to be realized, all students in the elementary and middle grades must receive continuous, extensive, and direct exposure to the concept of work and to a wide variety of occupations. A number of brief and scattered experiences will not suffice as introduction to the modern occupational world. Rather, the introduction to work and jobs must be a significant and integral part of the total process through which students become familiar with their environment.

The Right To Choose

During the secondary years most students are faced with educational decisions of potential lifelong significance. In a humanistic educational system, students making such decisions have certain *rights*, which include:

- the right to choose on the basis of adequate self-knowledge and adequate information and exploration related to alternative educational programs and career opportunities;
- the right to choose between educational programs which are true alternatives, in the sense that all are of equal quality, and all open rather than limit future possibilities;
- the right to modify such decisions in the light of changes in occupational and educational directions, as the maturing individual developes new motivations, needs, interests, and abilities.

This statement of student rights is based on certain important assumptions concerning directions in which public education is moving or must move.

The most important of these assumptions is that every student, at every educational level, will be assisted in developing his full educational potential. Under any other conditions, the right to choose is an illusion, since failure to develop maximum potential places unnecessary restrictions on the student's options. In short, it is intolerable that any student should have to choose a given program or career because of the educational system's failure.

The right of informed choice implies that in addition to early exposure in the elementary and middle grades, all students will receive appropriate guidance and counseling in the early secondary years, and will have opportunities for prevocational exploratory experiences. Actual work experience and community service related to career interests ought to be part of the curriculum for all secondary students. No other single change in public education could do more to answer the demand for relevance, to break down the walls between the school and the community, and to bridge the gap between generations.

A major constraint on student choice is the belief that occupational education at the secondary level is a terminal program, restricting rather than broadening the student's future options. The time is past when any secondary educational program could be regarded or designed as terminal. Already, increasing numbers of workers are facing the need to retrain several times in a lifetime, and this trend can be expected to accelerate along with industrial change. Many new and emerging technical and service occupations require preparation beyond the secondary level. Accordingly, underlying this paper is the assumption that in addition to preparing students for immediate employment, all secondary occupational education programs will provide the basis for continuation of education and training, either immediately after graduation, or as the desire or need arises.

Any student will be able to choose an occupational education program with assurance that he is increasing his future options, if:

- there is a strong bond between occupational and academic education, so that students completing occupational programs have sound backgrounds in both occupational and basic educational skills.
- the trend continues toward preparation of secondary students for work in families or broad clusters of occupations, rather than for specific jobs alone.
- the scope of occupational education at the secondary level continues to broaden, so that students with a wide range of interests and abilities are able to obtain preparation for occupations of their choice.
- more programs are specifically designed to prepare secondary occupational education students for continued study at the postsecondary level, and articulation between programs at the two levels increases.
- occupational programs are relevant, in the sense that they prepare students for occupations in which employment opportunities exist or are emerging, and reflect the actual requirements for entering and succeeding in those occupations.
- all students electing occupational programs have reasonable assurance of employment upon completion. This assumption implies that every occupational education agency, including secondary schools, will either act as an employment service in placing its own graduates, or facilitate placement through effective relationships with existing employment services.
- all barriers are eliminated which prevent any persons, such as members of racial minority groups, from enjoying equal opportunity for employment and career advancement.

Since maturing students must have the right to modify educational and occupational decisions, both the occupational education system and the larger educational system of which it is a part must be sufficiently open and flexible to allow changes in direction with a minimum of frustration and penalty. The system must facilitate movement across occupational curriculums, and movement in both directions between occupational and nonoccupational curriculums.

The right to modify decisions must include the opportunity for honorable exit from and reentry to the formal educational system without penalty. The system needs to give as much attention to the "dropout," or "pushout," as to the student who completes his education in the traditionally prescribed fashion. While improved educational programs promise to decrease the alarmingly high attrition rates in our secondary and post-secondary schools, alternative educational experiences and services are needed by the student who cannot benefit from continued formal schooling at a particular time in his life. It is the system's responsibility to assist such a student in obtaining employment and/or further training outside the regular school curriculum, and to encourage and facilitate his reentry whenever he is prepared to return.

Further Education

For occupational education to be a continuum, completely free of built-in limitations on student aspirations, every qualified student must be guaranteed the opportunity to enroll in a post-secondary educational program consistent with his talents and interests. Such a guarantee will require that every community college recognize and fulfill its responsibility of preparing students for occupations requiring post-secondary occupational education, and preparing students, including occupational students, for continued study at 4-year institutions. It will also require that full use be made of the private institutions offering post-secondary occupational preparation. The open admissions policy of The City University of New York and the full opportunity program of the State University of New York should help to guarantee access to post-secondary occupational education.

Lifelong Opportunity

Lifelong access to occupational education requires that programs for adults and out-of-school youth be planned as part of a system which continuously anticipates, perceives, and responds to employment problems, rather than improvised as reactions to crises. Nothing short of a coordinated system will suffice, since no one agency has or could conceivably develop the capacity to provide for the varied needs of all adults. Every educational resource which currently exists must be utilized, including the extensive programs conducted by various industries, and new resources must be developed, to ensure that every adult has full opportunity for employment and career advancement. The assumption of adequate services for adults underlies the entire concept of occupational education as a continuum or lifelong process, since unforeseeable changes in occupational requirements could otherwise nullify the value of previous education and training.

The Planning Process

While national, local, and regional governmental units will continue to have concern and responsibility for the planning, financing, and operation of occupational programs, the State Education Department will have primary responsibility for leadership in a comprehensive occupational education system. State leadership is essential, not only because education is a State function, but because a unifying force is necessary to ensure that resources for occupational education are utilized efficiently and effectively to provide for the needs of all people.

Local and area programs will be planned and operated within the framework of a regional planning process, with participation by all agencies operating or closely concerned with occupational programs and services. The central, stabilizing elements in the regional planning process will be secondary occupational education agencies and public 2-year colleges. These will also serve as the links between the regional planning process and planning at the State level.

Widespread public understanding and support of occupational education will require that the planning process at all levels actively involve all community groups which are affected by occupational education, including business and industry, labor, government, teachers, parents, and students. Full use must be made of the advisory councils which exist at all levels, and other channels of communication with the community must be open as well.

An occupational education system which is continuously responsive to the needs of people and the labor market must be firmly based on a systematic planning, budgeting, and evaluation process. State, regional, and local administrators will have access to standardized management information systems which provide all data needed to target, manage, and evaluate occupational education efforts; e.g., data concerning target groups, enrollments, program effectiveness, costs, and manpower needs. Such management information systems will ensure accountability and constant feedback for program redesign.

SHORT-RANGE PROGRAM

The existing network of occupational education programs described earlier in this paper contains most of the pieces of a comprehensive system of occupational education for New York State. Implementation of the Regents position, therefore, depends less upon initiation of costly new programs than upon continuation and acceleration of existing trends in program redesign, more efficient and effective use of available resources, and greater understanding and support of occupational education among students, parents, educators, and the general public. The Regents do, however, recommend immediate action to close gaps at the elementary, secondary, and adult levels which inhibit development of and access to an occupational education continuum.

Adequate provisions do not exist widely enough to ensure that by age 15 each student has received sufficient occupational orientation in the elementary, middle, and early secondary grades to enable him to make informed decisions regarding his plans for the immediate future. Students need adequate information on which to base such decisions, and the Regents direct appropriate units of the State Education Department to take immediate action to guarantee that right. Immediate action will include identification of current provisions for occupational orientation at these levels, and exploration and implementation of more effective approaches. Since occupational orientation at these levels is a responsibility of every classroom teacher and every guidance counselor, preservice and inservice education programs will be needed to increase teachers' and counselors' occupational awareness and their ability to help others develop such awareness.

Full access to the comprehensive system of occupational education will require that the legislature enact the Regents proposal concerning dual enrollment, which authorizes school districts to provide instruction in occupational education and other subjects for pupils enrolled in nonpublic schools.

In the absence of coordinated planning and operation of occupational programs for adults and out-of-school youth, the numerous and varied programs continue to duplicate efforts in wasteful competition for scarce resources. Despite the proliferation of such programs, in most regions of the State there is no central arrangement to ensure that every adult and out-of-school youth in need of training or retraining receives either direct assistance or referral to the kind of program which best suits his needs. The Regents recommend that a central arrangement for services to adults and out-of-school youth be developed in every region of the State, as part of the region's educational system, to enable community representatives to coordinate the wide range of local, State, and Federal Government programs and private programs in the best interests of the people served by these programs. It is essential that in each region the planning for a central focus involve all groups or agencies concerned with occupational education, so that all available resources are brought to bear on the needs of adults and out-of-school youth. In the major cities of the State such arrangements can utilize the Community Education Centers proposed in the Regents Position Paper on Urban Education. In areas outside the major cities, the central focus should be developed as part of the regional planning activity.

LONG-RANGE PROGRAM

Leadership in the full implementation of a comprehensive system of occupational education will be provided by the long-range and continuing objectives of the New York State Plan for Occupational Education. These objectives are based on analysis of the occupational education needs of various population groups, projected over a 5-year period and continuously updated. The State Plan includes the following long-range and continuing objectives which have particular bearing on the Regents position stated in this paper:

- Continue to expand and diversify programs at the secondary, post-secondary, and adult levels which prepare occupational education students for existing and emerging employment opportunities.
- Expand occupational education programs and services for disadvantaged and handicapped persons at all educational levels.
- Increase the capacity of area occupational education centers to serve all students who desire occupational programs not provided by their local districts. The State will continue to improve the quality and reduce the operating costs of occupational programs through construction of permanent area center facilities where they do not currently exist.
- Provide secondary occupational education students with the basis for continuing their occupational education at post-secondary institutions. Emphasis will increase on pretechnical programs which include special preparation for continued study, and on articulation of secondary and post-secondary programs to ease student transition between the two levels and eliminate duplication of student effort.
- Increase emphasis on occupational education programs which include cooperative work experience and work-study opportunities.
- Continue to diversify opportunities through program design which permits greater individualization of instruction and fuller utilization of educational resources, e.g., modular scheduling and year-round instruction.
- Encourage occupational education students to use their skills in activities which foster leadership abilities and serve the com-

munity. This objective implies increased emphasis on the occupational education youth organizations.

- Increase the number of students who begin and successfully complete post-secondary occupational education programs. Workshops and seminars will be conducted for 2-year college students, teachers, administrators, and counselors, to develop skills and techniques in achievement motivation and humanistic education.
- Strengthen guidance, placement, and followup services for students in occupational education programs at all instructional levels. Every student will have access to occupational information systems, and will leave school with knowledge of the occupations most appropriate to his needs, interests, and abilities. Every student will be assisted in making the transition from school to work and/or further education. The educational system will have continued responsibility for the student's occupational success after he leaves school, or each time he leaves school.
- Strengthen the preparation of occupational education teachers at all instructional levels through improved preservice teacher education programs and increased participation of occupational education teachers in inservice programs.
- Continuously reexamine and strengthen the relationship between occupational education programs and current and anticipated employment opportunities.
- Continue the regional planning activity in all regions of the State, encouraging involvement and cooperation by all agencies and groups which have a concern for occupational education.
- Conduct research, evaluation, exemplary, and innovative activities designed to enhance the quality of the State's total occupational education program. Currently being developed are: improved instruments for collection of enrollment and followup data; guidelines for local and regional evaluation of occupational education programs; a design for cost control of occupational programs; and a demonstration planning model for use in developing comprehensive occupational education programs within the structure of total educational redesign.
- Assist in diminishing the barriers to employment which may be encountered by various segments of society, including racial minority groups, the handicapped, the aged, and women. Occupational education followup studies will be examined for evidence of such barriers, and utilized to recommend, initiate, and support changes that will help to eliminate job discrimination.
- Promote greater understanding of occupational education among parents, students, educators, and the community. Information will be developed and disseminated concerning the availability and value of occupational education programs, and all of these groups will be more actively involved in the planning, implementation, and evaluation of occupational programs.

CONCLUSION

The major concepts in the Regents policy concerning occupational education are:

- that New York State needs to develop a comprehensive system of occupational education serving all persons in need of occupational preparation through utilization of all available resources, public and private, which offer such preparation;
- that a comprehensive occupational education system will make available to every person a continuum of educational opportunities beginning in early childhood and extending beyond high school for as long as that person needs or desires such opportunities;
- that occupational orientation in the elementary, middle, and early secondary years will provide all students with the basis for informed decisions regarding their occupational and educational plans for the immediate future;
- that occupational education services for adults and out-of-school youth will be expanded and improved through more orderly arrangements which eliminate wasteful competition and duplication of efforts;
- that all occupational education programs will be conducted within the framework of a State and regional planning process, coordinated by the State as part of its overall responsibility for education, and involving all levels of government and all agencies or groups which operate or are affected by occupational programs.

RESPONSES TO QUESTIONS RAISED BY CONGRESSIONAL STAFF

1. (a) Do you believe that the present state planning requirements under the Vocational Education Act are leading to effective planning? If you do not, what suggestions would you make for amendments?

While the present language provides for long range and annual plans to be developed and submitted to USOE, it is believed that the extensiveness and effectiveness of the planning process varies considerably from state to state. To a large extent and because there is little in the language of the statute to require strict accountability, the planning process could be ineffective. In New York State, the plan is extensive and is used as the guide for program development and allocation of funds among agencies.

In order for planning to be more effective, it is necessary that the legislation provide specifically for detailed plans to be developed annually and in addition requires approval and monitoring by USOE. In addition, there must be procedures established which will provide for [illegible] state to be accountable for the objectives, activities and expenditure plans it develops.

1. (b) What mechanism do you have for measuring local compliance with the objectives of the State Plan?

The State Plan (both the long range and annual) is distributed widely in draft form to all of the agencies delivering occupational education in New York State before we schedule a public hearing and recommend to the Board of Regents the adoption of a final plan. In addition, when the State Plan is approved by the Office of Education, we reprint it in full and again distribute it widely across the state. Our procedures call for agencies submitting requests for Federal funds to develop a project application which specifically is geared toward the achievement of an objective set down in the State Long Range and Annual Plan. Department staff members are assigned responsibility for assisting local agencies in the development of these project applications as well as the review and approval of such applications. In addition, if an application is approved based on the fact that it does meet one or more of the objectives set down in the plan, there is also a requirement for an end of year report from that agency which describes the accomplishments carried out within the period of time described in the project application and also accounts for the expenditure of money in relation to achievements. Along with this application and review process, Department staff members are in the field frequently throughout the year visiting education agencies which have received Federal funds and reviewing with them the way in which they are achieving objectives described in approved project applications.

2. (a) Do you have a Statewide job information data system? If you do, is it operated by the State Vocational Board or by the State Manpower Agency?

At this time, we do not have what might be clearly termed a Statewide job information data system. Members of our Department staff work closely with the Division of Research in the State Labor Department (as opposed to the Employment Service) in generating job information data which is used in the development of the long range and annual plan and, in addition, is used on a regional basis as a guide for educational institutions submitting requests for Federal funds.

We have under design a system which could be used effectively to deliver job information in a more effective way but it is not yet implemented.

2. (b) Do you have a mechanism for tailoring vocational courses offered by local school districts to job needs as determined from job information sources, whether Statewide or local?

Local agencies proposing to develop new programs are required to justify those programs on the basis of employment market information which they obtain in several ways. As an initial source, they can use the data which is available in the State Plan since we provide that on a regional basis. In addition, each agency is required to have a broadly representative advisory council which includes a member of the local employment service office. The combination of the advisory council and the data available from the local employment service office provide reasonable justification in a local agency's application. Department staff review the manpower information provided with an application and recommend approval of the proposal based partially on the justification related to manpower requirements.

3. (a) Has New York State fulfilled each of the setasides (disadvantaged, handicapped and postsecondary) for the last five fiscal years?

New York State has fulfilled each of the setasides during the last five years.

3. (b) Do you agree with the practice of specifying setasides in the Federal Vocational Act? If you do not, what alternatives would you recommend? If you do agree, what refinements can you recommend in the present setasides, e.g. better definitions of "disadvantaged" and "handicapped"?

If new legislation were to contain strong planning and accountability provisions and clear directions to deal with specific age groups, mandated setasides would not be needed. A state should be required to justify its budget decisions relating to assignment of Federal vocational education funds on the identified needs of people and the state's priorities for solving its special problems. This principle is particularly important in states having large urban population centers requiring special attention.

The definition used in the Vocational Education Amendments of 1968 does not provide clearly for demonstrating a state's effort to target on specific population groups. For reporting purposes, according to the present definitions, we count in the disadvantaged and handicapped categories only those persons who are receiving supplementary services in order to assist them to succeed in a vocational program. This means that a person who is economically disadvantaged but can be successful in a regular vocational program would be counted as a general population student. The same would be true for a physically handicapped person who does not need additional services.

If the intent of Congress is to target specific dollars on particular groups of people, then the definition should be changed to provide for funds to be used for educationally disadvantaged persons who are in school, economically disadvantaged persons who have completed or left school (unemployed) and handicapped persons without regard to the need for supplementary services.

The definition would need to be changed to eliminate the language which provides only for target groups who "cannot succeed in regular programs."

4. (a) How are you expending funds under the categorical vocational programs, e.g. cooperative education, workstudy?

Funds allotted to the state for the categorical program in cooperative education, work study and homemaking are directed primarily to the major urban areas.

In most cases, the funds for cooperative education are used to provide additional staff in local agencies to supervise increased numbers of students in these kinds of programs. To a limited extent, funds are also used to pay part of salaries of students in cooperative work experience programs by agreement with employers.

Approximately 90 percent of the homemaking funds are used for adult consumer and homemaking activities in urban areas. These programs are targeted on the needs of inner-city homemakers.

4. (b) Do you believe that the separate categorical programs are causing undue administrative problems on the state or local levels? If you do, what alternatives can you recommend? If you do not, what refinements in present law can you recommend?

The separate categorical programs are not causing undue administrative problems either at the state or local level. However, it would seem at this point in time that such categoricals as cooperative education, work-study, home economics are not really needed, but rather can be embodied in broader categories elsewhere in the act. The categorical programs relating to research, innovation, curriculum development and leadership development should, however, be retained.

5. (a) Regarding the postsecondary setaside, how much of these funds are being expended in area vocational schools, how much in community and junior colleges, and how much in other institutions?

All of the funds relating to the postsecondary setaside are expended in the State's system of colleges. New York State does not have competing area postsecondary technical institutes or other agencies which are duplicative of our own two-year college systems.

5. (b) Do you believe that community and junior colleges in New York State are willing to offer occupational programs? And what is your opinion of the quality of the programs presently offered in these institutions?

The two-year colleges in New York State are willing to offer occupational programs and, in fact, the amount of Federal money directed toward these institutions has increased significantly the number and diversity of both degree and non-degree programs.

The programs are of high quality and completors are successful in finding employment in occupations for which they were prepared.

6. How much of the Federal vocational funds are being retained at the State level? How much of these funds are being used for State administrative purposes, and how much for Statewide programs?

There are 164 professional and clerical positions in the Office of the Assistant Commissioner for Occupational and Continuing Education. Of this number, 97 are professionals and 67 are clerical.

By source of funds, 79 positions (48 professional, 31 clerical) are paid with State funds; 11 positions (5 professional and 6 clerical) with adult education funds; 18 positions (10 professional and 8 clerical) supported with CETA funds, and 56 positions (34 professional and 22 clerical) are supported with Vocational Education Act funds.

In addition to the 56 positions supported with Federal vocational education funds within the Assistant Commissioner's office, an additional 46 positions (26 professional and 20 clerical) are paid for with vocational education funds and are located in other units within the Education Department.

It has been the practice in New York not to locate all support services in the Assistant Commissioner's office, but rather to utilize existing special services such as curriculum development, guidance, finance and facilities planning already established and supplement those services with additional positions necessary to carry out work directly related to vocational education.

It has been found that this system provides utilization of a larger staff to impact on the needs of vocational education. As an example, the Division of Educational Facilities Planning has a staff of educators, architects and engineers all of whom assist in the process of review and approval of construction projects for vocational facilities. The total staff in this division contain 16 professionals only one of whom is paid with vocational funds, the remainder is supported with State funds. It should be pointed out as well that no additional positions were created within the Education Department chargeable to Vocational Education funds since 1970. When new functions were identified, existing positions were reclassified to provide new services.

In addition, funds are not used in agencies outside the Education Department. As an example, the Department of Audit and Control issues all payments to schools and audits expenditures made. This support service is totally funded with State appropriations.

7. What percentage of Federal funds are being distributed to the largest cities in New York State? How does this distribution compare with the percentage of the State's population in these large cities?

The attached tables describe the percentage and amounts of funds allocated to the major cities in New York State.

The five major cities in New York State represent 35 percent of the total public secondary school enrollment in grades 9 through 12. New York City has 31 percent of the total enrollment at the secondary level. Thirty-seven percent of the State's secondary occupational education enrollments are concentrated in the five major cities, 30 percent in New York City. In 1974, 57 percent of the total vocational education allocation went to the five major cities. New York City alone received 35 percent of the funds.

Our experience over the last ten year period is such that the major cities have been able to utilize the dollars allotted to them in an effective way, however, these funds are not allocated in a direct ratio basis. Our view is that a direct ratio basis would not assure effective expenditure of the funds in order to improve or expand programs, but rather would encourage the cities to substitute the Federal money for presently appropriated tax levy dollars.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
Office of Occupational Education
Albany, New York

OCCUPATIONAL EDUCATION ENROLLMENT IN 5 MAJOR CITIES AS PERCENT OF TOTAL SECONDARY 9-12 ENROLLMENT IN 5 MAJOR CITIES

City	Total Enrollment 9-12	OE Enrollment 9-12	Percent
New York City	336,997	116,199	34.48%
Buffalo	18,536	12,093	65.24%
Rochester	10,919	6,646	60.87%
Syracuse	7,602	4,611	60.65%
Yonkers	9,211	4,691	50.93%
Total	383,265	144,240	37.63%

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
Office of Occupational Education
Albany, New York

OCCUPATIONAL EDUCATION ENROLLMENT IN EACH OF THE MAJOR CITIES AS A PERCENT OF TOTAL STATE OCCUPATIONAL ENROLLMENT 9-12

	9-12
Total State Public Occupational Education Enrollment	386,839

New York City	116,199	30.04%
Buffalo	12,093	3.13%
Rochester	6,646	1.72%
Syracuse	4,611	1.19%
Yonkers	4,691	1.21%
Total	144,240	37.29%

VEA FUNDS ALLOCATED TO MAJOR CITIES AS A PERCENT OF TOTAL VEA FUNDS ALLOCATED NEW YORK STATE

Fiscal Year	New York City	Buffalo	Rochester	Syracuse	Yonkers
1972	25.3	7.8	6.0	3.9	2.5
1973	30.5	6.2	3.9	4.7	2.7
1974	35.4	6.7	6.2	5.5	3.1

8. (a) What are BOCES? What is the legal basis for these agencies, and what are their functions?

(b) How many BOCES are there in the State, and how are they geographically distributed, especially in relation to the population of the State?

(c) Do BOCES operate area vocational schools or other vocational programs? How much of the total Federal funds in the State are expended in these BOCES?

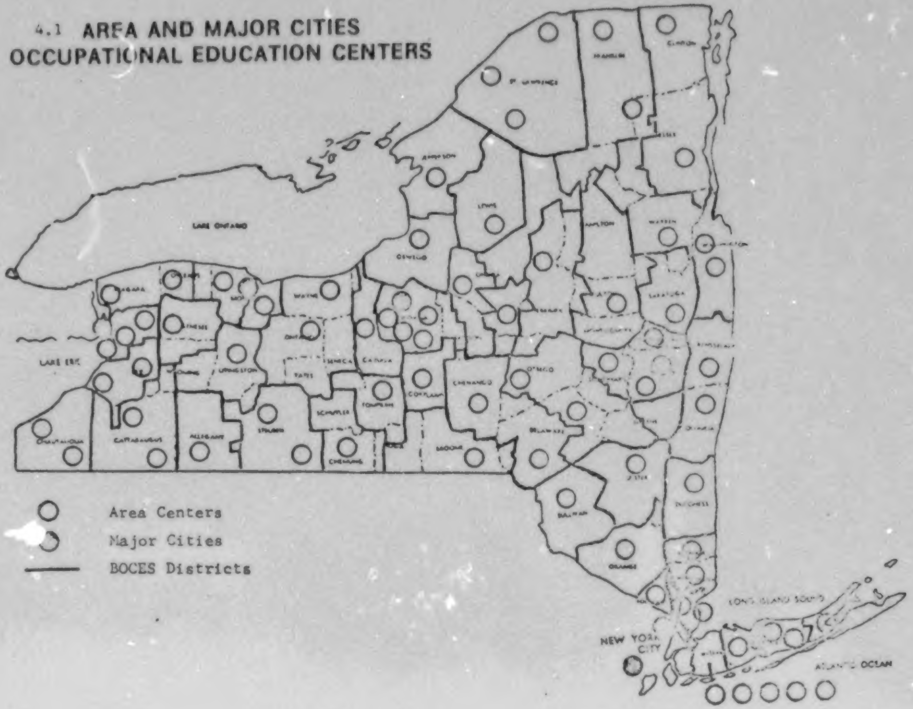
A BOCES is a Board of Cooperative Educational Service. It is established in State Education Law as the agency to provide shared services to districts within its service area. The BOCES was originally established to provide very small schools with part-time teachers for special subjects such as home economics or industrial arts. Because of its regional nature, it became the vehicle for delivering occupational education programs at the secondary level on an area basis.

In addition to occupational education, BOCES provides special education services to handicapped students, data processing, library and media services and other services which can economically be offered to member school districts.

Special State aid is available to school districts using BOCES services, therefore it becomes more economical for local districts or purchase occupational and other services instead of providing them alone. The shared concept also makes it possible to offer a wider variety of courses because of the larger student base. All BOCES have a K-12 population of at least 20,000 and range up to 375,000. The average range is 40,000 to 70,000 students in K-12.

There are 46 BOCES in the State (see map), each serving one or more counties. All school districts except the five major cities are eligible for membership and all but a few districts are members. The BOCES cover the entire state. Each BOCES has one or more area centers which were constructed with partial support of Federal vocational education funds. Each BOCES area center offers from 30 to 70 different occupational choices.

4.1 AREA AND MAJOR CITIES OCCUPATIONAL EDUCATION CENTERS


ST. LAWRENCE
FRANKLIN
CLINTON
ESSEX
JEFFERSON
LEWIS
HAMILTON
WARREN
SARATOGA
OSWEGO
LAKE ONTARIO
NIAGARA
ORLEANS
GENESEE
WAYNE
ONTARIO
LIVINGSTON
YATES
SENECA
CAYUGA
CORTLAND
CHENANGO
OTSEGO
DELAWARE
LAKE ERIE
CHAUTAUQUA
CATTARAUGUS
ALLEGANY
STEUBEN
SCHUYLER
TOMPKINS
CHEMUNG
BROOME
ULSTER
SULLIVAN
ORANGE
DUTCHESS
NEW YORK CITY
LONG ISLAND SOUND
ATLANTIC OCEAN
Area Centers
Major Cities
BOCES Districts

In total, there are 72 area centers operated by BOCES.

In the period 1965 to 1968 BOCES received a substantial share of the vocational education funds for both program development and construction of facilities. This was done in order to develop a system of area programs to serve the needs of suburban and rural youth. Since 1969, the amount of money allocated to BOCES has dropped significantly. For one thing, most construction has been completed and additional construction will not be supported with Federal funds. Secondly, the policy of the State has been not to use Federal funds for operating expenses of programs but rather for new program development.

BOCES does continue to receive money for support of adult occupational education.

9. What procedures are there for local educational agencies making applications to the State for vocational education funds?

Local agencies wishing to receive Federal vocational education funds submit project proposal applications to the State Education Department annually. These proposals must relate to a specific objective and activity found in the State Plan, a copy of which is provided every eligible local agency.

Project proposals are reviewed by Department staff and if approvable in terms of meeting the objectives and activities of the State Plan, they are then ranked according to priorities and the needs of specific areas of the State.

Approved projects receive 100 percent grants to carry out the activity proposed. Matching is not required, although continuation of development for a second year may provide less than the total cost for second year activity.

Details of the procedure are found in the administrative section of the State Plan (see pages attached).

10. What is the role of the State Advisory Council? How does the Advisory Council relate to the State Director of Vocational Education and to the 1202 Commission?

The Council follows its statutory functions of annual evaluation of the extent to which State Plan objectives have been carried out and consultation regarding the development of the State Plan and policies and procedures relating to the administration of vocational education in the State. The State Advisory Council in New York is appointed by the Board of Regents and, therefore, a closer working relationship is established as opposed to an advisory council appointed by the Governor. The Advisory Council relates directly to the Office of the Assistant Commissioner for Occupational and Continuing Education and there is a continuing working relationship between the two offices. The Assistant Commissioner and members of the staff attend every meeting of the State Advisory Council and many of the working committee meetings. In the case of New York State, the 1202 Commission is the Board of Regents and, therefore, there is a direct relationship between these two groups.

3.15 Occupational Education Needs of Groups to be Served

In allocating funds among the several purposes in Part B of the Act, the State Board shall give due consideration to the relative occupational education needs of persons in high school, persons who have completed or left high school who require preparation for entering the labor market, persons already in the labor market who need training or retraining for employment, disadvantaged persons, and handicapped persons.

Quantified objectives established in the long-range plan (Part II of the State Plan) shall to the extent possible include consideration of information obtained by the State Board regarding the particular needs of each of the population groups identified.

3.2 Allocation of Funds to Local Educational Agencies for Programs, Services, and Activities

Local educational agencies may qualify for Federal funds on the basis of the following criteria.

3.2-1 Local educational agencies shall be approved, registered, certified, licensed, or chartered by the State Board for the purpose of providing an occupational education program. Except in instances where occupational education is provided under contract as specified in section 1.8 of this State Plan, local educational agencies must be under public supervision and control.

3.2-2 The local educational agency shall have participated in the preparation of a regional plan (the area to be designated by the State Board) extending over a period of 5 years, which shows the long-range objectives for serving the occupational needs and requirements of the people within the region and includes such information as may be necessary to describe the population groups requiring occupational education as well as the present and projected manpower needs and job opportunities in the region. Such long-range plans shall be approved by the State Board. The State Director may, when conditions require it, postpone implementation of such regional planning provision.

3.2-3 The programs, services, and activities identified in the approved long-range regional plan shall indicate the extent to which the programs, services, and activities proposed for each local educational agency included in the region are compatible with the long-range objectives established in Part II of the State Plan (long-range plan) and the extent to which the programs, services, and activities will meet the objectives of the State in providing for all groups of people.

3.2-4 The local educational agency shall be designated in an approved regional long-range plan for the purpose of providing programs, services, and activities of benefit to a group or groups of persons for whom occupational education may be needed.

3.2-5 The regional long-range plan shall be prepared in consultation with an Advisory Council representing persons knowledgeable about the manpower and job opportunities in the area, persons who have an interest in and knowledge about the several groups of people to be served as well as persons knowledgeable about occupational education programs at the secondary and post-secondary level. The regional long-range plan shall also indicate the extent to which it relates to a comprehensive area manpower plan, if any, for that region.

3.21 Local Application*

Applications from local educational agencies shall include the following:

3.21-1 Information indicating the means by which the programs, services, and activities proposed in the application will make substantial progress toward meeting the needs and objectives set forth in the regional long-range plan approved by the State Board pursuant to the requirements in section 3.2 of this State Plan.

3.21-2 A description of the proposed programs, services, and activities (including evaluation activities) for which funds under the State Plan are being requested.

3.21-3 A justification of the amount of Federal funds requested and information on the amounts and sources of other funds available for the programs, services, and activities proposed.

3.21-4 A statement indicating the ways in which the local educational agency proposes to finance such programs, services, and activities if Federal funds are not available for the continuous support of such programs, services, and activities.

3.21-5 Information indicating that the application has been developed in consultation with the educational and training resources available in the area to be served by the applicant local educational agency.

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* See appendix 3.21 for copy of application.

3.21-6 Information indicating that the programs, services, and activities proposed in the application will make substantial progress toward preparing the persons to be served for a career.

3.21-7 The application shall also contain such other information as may be required by the State Board in determining allocations of Federal funds and in determining whether the programs, services, and activities proposed will otherwise meet all other applicable requirements of the State Plan, as well as the Act and Federal regulations pertaining thereto.

3.21-8 Applications for construction of area occupational education facilities shall contain essentially the same information as required for programs, services, and activities and, in addition, shall include assurances of compliance with requirements specified under section 1.9 of this State Plan with respect to construction of area occupational education facilities.

3.22 Procedures for Processing Local Applications for Occupational Programs, Services, and Activities

3.22-1 Programs, Services, and Activities undertaken by the State Board

Procedures described in 3.22-2 pertain.

3.22-2 Programs, Services, and Activities undertaken by Local Educational Agencies

Qualified local educational agencies may submit applications, using forms provided by the State Board, at times and in a manner determined by the State Board.

The following procedures shall be utilized in reviewing and processing applications:

(a) Applications shall be based upon an approved regional long-range plan as required in section 3.2 of this State Plan.

(b) Applications shall be submitted to the office of the State Director or to the office of a staff member he designates to receive applications. Applications shall be submitted no later than 90 days before the beginning of the Federal fiscal year in which the programs, services, and activities are to be provided. The State Director may extend the submission date when circumstances require it for any or all agencies.

(c) Applications shall be reviewed by appropriate staff members to determine eligibility in terms of (1) relationship to an approved regional plan, (2) compliance with respect to the Act, Federal regulations, and State Plan provisions, (3) applicability to meeting the objectives in the State's long-range plan, and (4) the educational content.

(d) Approvable applications shall be reviewed with respect to the extent to which the proposed programs, services, and activities meet the priorities established in the State's annual program plan.

(e) Approved applications meeting the State's priorities shall be allotted funds based on proposed expenditures described in a budget submitted as part of an application. Funds will be allocated to the extent that they are available within the category applicable to the population group to be served and the programs, services, and activities proposed to be carried out, with due consideration to the relative ability of an agency to pay the cost of the programs, services, and activities and the extent to which the local educational agency is maintaining financial effort.

3.22-3 Coordination with Other Agencies

In the event that an application from a local educational agency contains proposed programs, services, or activities which have a specific relationship to other jurisdictions under the State Board or other State or local agencies, such arrangements will be made for a review by the appropriate agency.

The following State Board officials shall be involved in review and approval of specific projects: Director, Division for Handicapped Children, in cases of programs for handicapped persons; Assistant Commissioner for Vocational Rehabilitation in special cases dealing with handicapped persons; Director of Education for the Disadvantaged and the Director of Urban Education for programs dealing with the disadvantaged.

When proposals relate to activities of other State agencies such as Mental Hygiene, Correction, and Social Services, coordination shall be effected through the Commissioner of such State agency or a staff member he designates.

11. Who is on the 1202 Commission? Does this Commission advise the State Board of Vocational Education on the expenditure of Federal funds for postsecondary education?

In New York State, the Board of Regents is the 1202 Commission and the State Board of Vocational Education.

Therefore, there is a direct relationship in terms of the policies and decisions which are made in regard to the State Plan and the allocation of funds to the various institutional levels in the State.

12. What is your view of the concept of Career Education? How do you relate that concept to vocational education?

Our viewpoint of career education is described in the attached memorandum of April 24, 1972 and the description of accomplishments taken from the 1974 annual report.

13. To what extent are local manpower prime sponsors using vocational facilities and personnel? What indications do you have of future trends in this area?

At the present time, the Department is responsible for the administration of the special grant setaside in the Comprehensive Employment and Training Act, although we have been working with Department of Labor representatives in regard to basic grant activity. We have completed all non-financial agreements with prime sponsors in this state in regard to the special grant funds and have worked out arrangements for the delivery of vocational education services by educational agencies in the areas of prime sponsors. Currently, these funds have been released to local agencies identified by prime sponsors and approved by this Department. Our early indications with respect to the way in which prime sponsors will be using vocational facilities and personnel is positive. It appears that prime sponsors are going to the educational agencies and utilizing basic grant money and are entering into agreements for the delivery of occupational preparation. We have additionally some indication that skill centers in some of the large cities will no longer be used as the exclusive delivery system for manpower programs, but rather prime sponsors are being somewhat more selective including the use of community colleges.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12224

ASSISTANT COMMISSIONER
FOR OCCUPATIONAL EDUCATION

April 24, 1972

TO: Persons Concerned With Career Education

FROM: Robert S. Seckendorf

During the past several months much interest has been generated nationally as well as in New York State regarding career education. The Department has received many requests for information as well as proposals describing proposed programs and requests for funds to support operating costs of such programs.

In view of the enthusiasm and interest being shown across [illegible] State, it seems important that efforts in school districts, BOCES [illegible] the Department move together in a coordinated fashion for the sake [illegible] orderly development, high impact, and economy in the use of the scarce fiscal resources available for this purpose.

This memorandum describes the Department's viewpoint with respect to career education and outlines our proposed plans for encouraging the development of a career education focus with particular emphasis at the elementary and early secondary school level.

The guiding principles for a career education focus throughout New York State are found in the Regents Position Paper No. 11, Occupational Education. Essentially, the major concern should be targeted on development of an educational pattern that permits students to have early exposure to understanding concepts about work and workers, develop awareness of personal abilities, develop the ability to distinguish between available options and begin to concern themselves with future careers.

A well developed career education focus in a school system should provide students with the basic learning skills, self-understanding and positive attitudes to make choices of programs based on a clear knowledge of abilities and an understanding of requirements necessary to pursue a chosen career. The system should provide exploratory and guidance experiences that facilitate choice and, in addition, allow students enough breadth of activity to keep all options open throughout their school experience. The system should as well provide specific occupational preparation in the later secondary school years including a significant emphasis on work experience. Even when students choose specific preparation for employment in the later years of secondary school, they should not find themselves locked out of opportunities to pursue further education as interests and conditions change. All students should be able to pursue purposeful goals whether they be preparation for future education, preparation for employment, or both. The end result should eliminate the general curriculum.

The Regents Position Paper describes a series of checkpoints or behavioral objectives for approximate key ages of students. Career education programs should be able to be measured against these objectives in terms of students achieving the understandings and skills described. Provision may need to be made for adjusting these age categories to accommodate students' readiness and abilities to develop understandings and skills over longer and perhaps overlapping periods of time. The objectives are as follows:

- By age 9, the student understands the concept of work, appreciates the value of work and the worker, and is familiar with a wide variety of kinds and fields of work.

- By age 12, the student is familiar with the broad families of occupations, is aware of the prerequisites for employment in the various kinds and fields of work, and understands the ways of progressing from one occupational level to another. He is developing awareness of his own abilities, interests, and aptitudes in relation to various occupations.

- By age 15, the student is able to assess his own potential and to participate in making informed decisions regarding his immediate educational and occupational goals. His options include access to occupational programs which prepare him for immediate employment upon graduation, for continued education at the postsecondary level, or for exit to the labor market prior to graduation.

- By age 18, every student is able to choose and plan the next step in his occupational and educational career. The student is able to obtain entry-level employment in occupations for which he is trained, and/or to enroll in postsecondary education.

- By age 21, and for as long as he is able and willing to work, every individual is employed in a position commensurate with his skill development, and is able to select from continuously accessible preparatory and remedial programs which provide training and retraining for employability, advancement, job security, and mobility, appropriate to his talents, interests and needs.

It is our belief that implementing much of the career education focus is dependent upon curriculum change and the development of teacher understandings. All portions of the school program should be considered because career concepts must permeate all curriculum areas. Special "courses" or shops and laboratories are not visualized as part of a functioning program at the elementary level nor do we see the need for "career education" teachers.

The Department plans to utilize a portion of the Federal vocational funds allotted to the State in order to implement career education concepts to achieve the objectives of the Regents policy on occupational education.

In order to assure that limited resources are utilized in the most effective way possible, bearing in mind that major costs will deal with planning, curriculum activity, and inservice teacher education, the following guidelines will be utilized:

1. Proposals submitted for planning and development grants will be available for periods up to three years beginning September 1, 1972.

2. To extend the usefulness of limited dollars, reduce overhead costs and avoid needless duplication of effort, greatest weight will be given to proposals that demonstrate a cooperative venture on the part of a group of school districts as opposed to a single school district project. This weighting would suggest the strong consideration of utilizing a BOCES or a group of BOCES as the coordinating agency in the planning and development activities. In the case of major cities, the proposal should demonstrate the involvement of all the schools in the district.

3. Highest priority will be given to proposals which indicate the development of activities over a broad part of the education system (K-6, K-9, or K-12, as examples) as compared to development of a single narrow program activity (example, work experience for ninth grade students).

4. Proposals should identify the involvement during the planning stage of key representative persons concerned with the successful implementation of career education such as: school superintendents, directors of occupational education, elementary and early secondary administrators and teachers, curriculum specialists, guidance counselors, parents, teacher educators, and persons in business and industry.

5. Proposals should describe clearly how the results of the planning and development period will be implemented in the participating schools and how the project will be financed when it becomes operational. Significant weight will be given to project designs that ultimately can be implemented without increasing local school expenditures (although it may require a reordering of the priorities within school districts with respect to program expenditures).

6. Proposals should provide for continuous monitoring and evaluation as well as strict cost accounting in order that the process, design, and activities are transportable to other districts with a minimum of expense. Periodic reports of activities and progress will be required in order that an interchange of ideas and plans can be made among all agencies participating in the development of career education models.

7. Costs in the planning stage might include the support of personnel and related expenditures for directing and coordinating planning activities. Implementation expenditures might include such activities as curriculum workshops and inservice teacher education programs. Costs of personnel to implement program elements are not ordinarily viewed as planning and development expenditures, particularly in the early stage of the project period.

8. Funds will not be available for the purchase of shop equipment, audio visual equipment such as T.V. cameras; taping equipment; photographic equipment; business; science or shop equipment; or transportation costs for student trips and field visits.

9. Funds will not be available to provide complete or partial support of activities already underway in individual school districts which in some way can be construed to be a part of career education. However, any ongoing or newly initiated career education activities should be reviewed and evaluated in light of its usability as a part of the total comprehensive career education plan to be developed.

Further information and assistance can be obtained from the Director, Division of Occupational Education Instruction. Application forms can be obtained from the Director, Division of Occupational Education Supervision. Project proposals should be submitted no later than June 30, 1972.

Program Developments and Accomplishments

ELEMENTARY AND EARLY SECONDARY

- Goal: Enable students in all grades to develop awareness and understanding of the nature of work and the wide variety of occupational needs and opportunity in our society, and to explore and develop their own needs, interests, and abilities in relation to present and future roles as students, workers, and members of society.

Accomplishment

During 1971-72, nearly 300,000 students in grades 7-8 and 190,000 students in grades 9-10 were served in traditional prevocational programs in the areas of industrial arts, home economics, business, and agriculture. However, as described below, major emphasis during the fiscal year was on developing a more comprehensive, interdisciplinary approach to occupational orientation and exploration for students at all educational levels, with particular emphasis on the elementary and early secondary grades.

Description

Career awareness, orientation, and exploration activities at the elementary and early secondary grade levels have been a major priority of occupational education in New York State since the issuance of the Regents position paper, Occupational Education, in April 1971. In this policy statement the Regents identify an immediate need for extensive development of career-related educational experiences in the earlier grades, to serve as a foundation for educational and occupational decision-making in later school years. The Regents policy was soon thereafter reinforced through the designation of career education as a national educational priority by the United States Office of Education.

During 1971 and 1972 a State Education Department committee, assisted by selected representatives of local educational agencies, engaged in research and planning to determine the best approach to implementing career education [illegible] State. Following this period of study and planning, the Assistant Commissioner for Occupational Education issued a set of guidelines for the development of career education in this State. These guidelines set forth criteria by which applications for Vocational Education Amendments support of career [illegible]

The guidelines identify the Regents position paper as the source of guiding principles for a career education focus throughout New York State. They specify that career education activities should be measurable in terms of behavioral objectives for approximate key ages of students, as set forth in the position paper. The guidelines emphasize the importance of developing teacher understandings of career concepts, and integrating career concepts throughout all curriculum areas, rather than establishing special courses and special "career education" teachers. The guidelines conclude with a list of specific conditions under which Federal funds will be utilized to support career education proposals. These conditions include assignment of priority to area/regional planning and development activities and to proposals which indicate development of activities over a broad spectrum of the educational process, e.g. K-6, K-9, K-12. Another major condition is involvement during the planning stage of key representative persons concerned with the successful implementation of career education, such as: school superintendents; directors of occupational education; elementary and early secondary administrators and teachers; curriculum specialists; guidance counselors; parents; teacher educators; and persons in business and industry.

These career education guidelines place the responsibility for planning and development of specific career education strategies at the local and area levels rather than advocating a particular program design for adoption in schools throughout the State. It is believed that use of Federal funds in this manner will encourage and assist the schools of the State in developing a variety of approaches suitable to their particular structures, needs, and means. The Department can thus concentrate its efforts in the areas of inservice education, monitoring, and dissemination and sharing of information regarding the effectiveness of alternative approaches in New York State and other states.

Currently, 24 career education models are in various phases of planning and development under the guidelines outlined above. Planning and development of a career education model for New York City began in fiscal year 1972 and continued through fiscal year 1973. Twenty-three models have been funded in other regions, covering an extensive portion of New York State, under the sponsorship of a BOCES or group of BOCES, or one or more local school districts.

The State Project to Implement Career Education in New York City (SPICE) is a kindergarten-postsecondary project, supported through a special VEA grant to the State Education Department through the United States Office of Education. Because of the size and complexity of the New York City school system, considerable time and effort were devoted to an examination of alternative strategies. The strategy ultimately selected involves supervision of the program by a State Education Department project manager, assisted by a small on-site staff selected by the manager. Three school districts were selected for participation in the project, and three elementary schools and one junior high school within each district. The districts and schools are: District 11 in the Bronx - PS 41, PS 76, PS 103, JHS 113; District 16 in Brooklyn - PS 26, PS 81, PS 129, JHS 57; and District 31 on Staten Island - PS 41, PS 52, PS 38, JHS 2. One high school has been identified in conjunction with each of the school districts: Erasmus Senior High School in Brooklyn; Herbert Lehman in the Bronx; and New Dorp High School in Staten Island. The Fashion Institute of Technology is the post-secondary participant in the secondary/post-secondary component of SPICE. The participating personnel include: one teacher from each grade in each of the nine elementary schools; one person from each of the departments in the junior and senior high schools; some librarians; and selected staff from the Fashion Institute. To the extent possible, participants were selected from volunteers.

By November 1972, SPICE was sufficiently organized to approach the specific accomplishment of the project tasks as set forth in the contract with the United States Office, namely - staff development, curriculum development, guidance development, and community and industry involvement.

It was decided to approach the tasks of staff and curriculum development simultaneously. A proposal by the Institute for Educational Development, New York City, to conduct workshops for elementary teachers was accepted. The Institute was selected partially because of its experience in monitoring the six Model I Federal career education projects. Elementary workshops for 63 teachers commenced in January and continued through May on a monthly, all-day basis. Beginning with orientation to the career education philosophy and exposure to various approaches to career education which have been tried elsewhere, the workshops were designed to assist participants in developing their own career-related instructional materials. Materials and activities developed during the spring, together with those developed in the summer extension of the workshops, will be utilized in classrooms of pilot schools in fall 1973. Junior high school workshops, which began shortly after the elementary ones, are also being conducted by the Institute for Educational Development--and are following a similar pattern. The secondary/post-secondary component is in an earlier stage of development, but selected staff from the Fashion Institute have been undergoing intensive career [illegible] with the staffs at Erasmus and Herbert Lehman.

The guidance development function of SPICE is being coordinated under contract by the Guidance Laboratory at the City University Teacher Training Center in Manhattan. In the summer curriculum [illegible] integrated with the instructional function, as selected teachers, counselors, and [illegible] from each participating school work together to generate materials for use in the coming year.

In approaching the community and industry involvement task, the first step was selection of an advisory committee. The advisory group members have been working in four subcommittees associated with the four major tasks of the project, and have thus been closely involved in specific phases of the project. Representatives have been identified in each of the three school districts to serve as liaison between SPICE and the community. In fall 1973, community school district board members and other members of the communities involved will be shown slides, video tapes, and movies of ongoing classroom activities, to familiarize them with career education and the New York City project.

Ultimately, the success of SPICE will depend on the transporting of career education to the other 28 community districts not yet involved in the project. The chief administrator of the Office of Career Education in New York City has identified a key person in each of the community school districts to manage the initiation of career education programs. SPICE has committed itself to providing leadership development for these managers, to enable them to understand and carry on the processes now ongoing in the pilot schools.

The 23 career education models outside New York City are being funded through and coordinated by the following agencies: Albany-Schenectady-Schoharie BOCES; Broome-Tioga BOCES; Chautauqua BOCES; Chenango-Madison BOCES; Cortland-Madison BOCES; Dutchess BOCES; Erie BOCES #1; Greene #2-Delaware-Schoharie-Otsego BOCES; Jefferson BOCES; Livingston-Steuben-Wyoming BOCES; Mamaroneck Public Schools; Monroe BOCES #1; Nassau BOCES; Oneida #2-Hamilton-Herkimer BOCES; Orleans-Niagara BOCES; Putnam-Westchester BOCES #1; Rensselaer-Columbia BOCES; Rockland BOCES; Saratoga BOCES; Spencer-Van Etten Central School; Suffolk BOCES #1; Suffolk BOCES #3; and Syracuse City.

A State Education Department monitor has been assigned to each of these projects, and in addition to providing assistance to the project participants, reports periodically on the project activities to the Assistant Commissioner for Occupational Education.

Because of the number of models being funded, it is not possible in this space to describe the individual projects in any great detail. At the same time, the projects differ significantly enough in their approaches and in the stages of planning and development which they have reached to date, to preclude description of a prototype which fits all 23 models equally well. What follows then, is a description of a number of major common elements which have appeared thus far in all or most of the projects, though in various forms, and not necessarily in the same sequence. Most of the earlier elements [illegible] represent organizational activities, whereas the later elements involve actual planning and development of educational activities. Some models are farther along this spectrum than others.

Selection of Coordinator and Staff - Each BOCES or group of local districts which has received a VEA grant for planning and development of a career education model, has had to first direct its attention to selecting and employing a qualified project coordinator and supporting staff. The number and level of supporting staff vary considerably in relation to the size of the areas being served. Coordinators have been selected from a variety of backgrounds, including occupational education, academic education, guidance, and private business.

Identification of Participating Agencies and Personnel - In general, the target population for each model is the entire school community within the service area of the sponsoring local education agency. The projects are models in the sense that strategies developed should be transportable to any school within the service area. For purposes of planning and developing the model, however, specific pilot schools have been identified within each project, and participating personnel selected within these schools. As in the New York City model, there have been efforts to select personnel who are open to the career education philosophy, if not committed.

Assessment of Needs - Most projects have conducted some form of needs assessment surveys among the general community, business and industry, teachers and administrators, students, recent graduates and other concerned groups.

Formation of Advisory Councils - Advisory councils have been formed, including representatives of component school districts, various occupational fields, community groups, etc.

Orientation of Community and School to Career Education Concept and Project Purpose - The project staffs have recognized the importance of gaining as much public understanding and support of career education and the local model as possible, both within and outside the school communities. The interest and support of community leaders, and particularly the chief school officer, is sought. Perhaps the most important single factor is the understanding and support of parents.

Identification of Existing Materials and Activities - Although the emphasis in New York State is on local planning and development of career education activities, and on individual planning and development by [illegible], [illegible] have attempted to draw upon past experience in career education, both within New York State and in other states. Activities of this nature have included the compilation of bibliographies on career education, establishment of career education libraries, visits to other ongoing projects, and evaluation of commercially produced materials.

Inservice Education - As in the New York City model, and as called for in the Department career education guidelines, the major thrust in the regional models is inservice education to reorient teacher and counselor attitudes toward career development, and to assist teachers and counselors in the process of developing materials and activities for use in their own schools and classrooms. Inservice education workshops have occurred, or are planned, in every project. Personnel conducting these workshops include the project coordinators, career-oriented guidance personnel, teacher educators, State Education Department personnel, occupational educators, career education directors from other projects or states, and a variety of consultants. The inservice education component will be reinforced by sessions conducted in the summer of 1973 through the use of Education Professions Development Act (EPDA) funds, as identified in the 1973 State Plan for Occupational Education.

Curriculum Development - The outcome of the inservice education sessions described above is the actual development of materials and activities by teachers, counselors, and administrators of the pilot schools. The emphasis is on integrating career education activities into all phases of the curriculum. Participants develop goals, objectives, lesson plans, "learning activity packages," etc., for use in their individual classrooms. Other instructional activities, resources, and techniques planned and developed as a result of the workshops include: field trips; career education resource and information centers: career days: role playing activities: humanistic and open education techniques; television programs on careers; and directories of resource persons.

Publications and Public Relations - As noted above, orientation of the general and school communities is ordinarily an early step in the development of a regional model. Keeping the various publics informed remains an important function as the model develops, and most projects have begun to publish newsletters and to seek access to the public through the various media.

The New York City project--SPICE--and the 23 regional models described above will receive VEA funding for the 1973-74 academic year through Commissioner's grants and provisions in the 1974 State Plan for Occupational Education. Both in New York City and the rest of the State, impact on classroom activities is expected in the coming year as a result of the planning and development which has taken place during 1972-73.

[illegible] education models is being supplemented by special workshops supported through EPDA funding. During 1972-73, ten workshops were planned, to be conducted during the summer of 1973. General objectives of the workshops include: to train a team of elementary teachers in 60 school districts to begin thinking and teaching in terms of career awareness;

to provide a base from which the schools can plan a district-wide career education program; to provide a cadre of trained educators who can plan, develop, and implement an inservice program for other professional personnel in the district; and to give Teacher Education the opportunity to tie in with the exemplary career education projects funded under the Vocational Education Act.

Specifically, the program will provide the participants some or all of the following opportunities: to survey community resources, and learn how they can be effectively utilized; become more aware of the world of work; participate in experiences in business and industry; become aware of career development, including the aspects of student self-awareness and decision making; become familiar with the use of behavioral objectives; study existing educational objectives and curricula, and examine their relationship to career education; sharpen curriculum construction and modification skills; design some teacher and student activities related both to the existing curricula and the world of work; develop a preliminary career education plan for their districts; and design an inservice program for other teachers in their districts, beginning with other teachers in their own buildings.

The program was designed to serve ten teacher educators representing ten teacher education institutions--Elmira College, Pace University, C.W. Post, Russell Sage, and State University Colleges at Brockport, Buffalo, Fredonia, Oneonta, Oswego, and Plattsburgh--and 400 teachers, counselors, and librarians representing 60 school districts.

During November and December, 1972, a survey was conducted among teacher education institutions in the State to identify those colleges most interested and most capable of conducting such a program. By the end of December the ten institutions selected had each identified a staff member to serve as institute instructor-director. From February through May, 1973, the Bureau, in conjunction with the Cornell Institute for Occupational Education, conducted a series of six training sessions for the instructors. Simultaneously, these two agencies, and the ten instructors worked to develop a model 6-week workshop for elementary school [illegible].

By the end of May, each college had developed a proposal for the summer institute, screened applicants and selected teams of participants, [illegible] members.

The 6-week institutes are scheduled to begin during the last week in June. As part of the workshop activities, each of the teams will design inservice programs for their local school districts, and develop [illegible] inservice activities during the fall semester.

The staff of the Cornell Institute for Occupational Education will assist in the monitoring and evaluation of the summer workshops, and will compile, edit, and disseminate developed materials.

In addition to the New York City model and the 23 projects funded as regional models, a number of career education activities received VEA support during 1973. The Syracuse model, among the 23 described above, received additional support in the form of a United States Commissioner's grant. Through this support, Syracuse was able to serve 66 teachers in inservice workshops. The teachers prepared 28 "life centered" career education curriculum units which will be implemented in their classes during the 1973-74 school year.

A Buffalo project, also funded through a Commissioner's special grant, has established three career education resource centers at a middle school and two junior high schools. Career education teams consisting of teachers of industrial arts, home economics, business education, and art and music, as well as counselors, are established in each career education resource center. These teams serve as consultants to teachers to incorporate world of work concepts into the regular instructional program, coordinate field trips, and assist students and teachers in utilizing materials and equipment available in the resource centers. They are also developing a systematic program to provide information and counseling which will assist young people to take full advantage of the secondary and post-secondary occupational education opportunities available in the Buffalo community.

A career education project in Yonkers received a Commissioner's grant late in fiscal year 1973, and is currently organizing to begin operation in the 1974 fiscal year.

Prior to the establishment of Department career education guidelines and the identification of specific funds for models, Part D - Exemplary funds were used in support of a K-12 career orientation and development project conducted by the Mineola Public Schools on Long Island. The Mineola project was in its second year of operation during 1973 and will receive final VEA funding in fiscal year 1974. The emphasis in the project is on the individual's self-development as it relates to careers. Attention is focused on the characteristic growth stages through which youngsters move, their adult role projections, and the elements which comprise vocational maturity; on the preparation of a K-12 personal development program to enhance this growth; on the participation of classroom teachers in the development, trial, and [illegible] K-12 program. At the conclusion of the 1973 school year, work had been completed on 34 of the projected 35 curriculum modules, and a substantial number of teachers had participated in inservice workshops. In the coming year, materials developed [illegible] involvement among school staff and the community. Since the Mineola project began earlier and is farther along in module development than most of the regional projects, its coordinators have shared some of their experiences and materials with other career education coordinators in the State.

Both Mineola and the three specially funded projects described above participate in statewide career education conferences and in the information-sharing network managed by the State Education Department. Thus, all of these projects form part of a statewide movement to implement career education.

Another aspect of this movement is the work of the guidance community. Department guidance personnel completed a project involving four school districts which was aimed at developing a plan based on a systems approach, an assessment of the community's values regarding desired student career knowledge, and an assessment of the present level of student career knowledge.

A guidance-sponsored publication entitled "Career Development, An Overview" has been completed and will be released soon. The purpose of the document will be to provide a conceptual framework of how career development can be integrated into the educational program, based on measurable student behavior. This is the first of a series of publications related to this concern.

During the fiscal year a statewide vocational guidance conference was held for 180 participants, covering the following topics: gaming approaches for development of career insights, human skills to be required in the future; career education for the handicapped, humanistic approaches to career education; career education for minorities, and assessing student career knowledge.

Because of the priority assigned to career education in the State and nationally, and because of the considerable resources being invested in its development, particularly high standards of evaluation have been established for projects receiving VEA support. Each of the regional models is required to submit a written monthly report on its progress, following guidelines developed by the Bureau of Occupational Education Research and the Institute for Research and Development in Occupational Education at City University. This self-evaluation is reinforced by the cont[illegible] of the State Education Department project monitors. Additionally, the projects are encouraged to seek a third party evaluation. The Cornell Research and Development Institute has made its evaluation services available to the models at a low cost, and a number have [illegible] in New York City, third party monitoring and [illegible] Development in Occupational Education at City University.

VOC. ED. HEARINGS - BACKGROUND - NYS DEPT. OF ED.

NYS Department of Education has produced a detailed (15-page) proposal on voc. ed. amendments for the current session. It can be summarized by extending current law Voc. Ed. Act of 1963 (as amended, 1968) in the following ways:

I Drop:
- (a) State $ matching of Fed. funds
- (b) mandated % setasides (currently for disadvantaged 15%, handicapped 10%, postsecondary 15%)
- (c) narrow categories of program funding
- (d) per capita income element of allotment formula

II Add:
- (a) Stronger state planning and accountability
- (b) small % setaside for USOE discretionary grants
- (c) list eligible purposes (after dropping I(b) and (c))

III Maintain:
- (a) Population basis of allotment (see I (d))
- (b) single state agency (do not allow dual units)
- (c) advisory councils, State and National, but do not expand role beyond advice
- (d) USOE review and approval of improved state plans (see II (a))

IS VOCATIONAL TEACHING EDUCATIONAL?

Jerome M. Shostak
Education Specialist
Western Electric Fund

INTRODUCTION:

At the outset - and to identify the purpose of this paper - the Committee is urged to review the words of William Arrowsmith on teachers:

> "I am concerned here with only one kind of teaching. I mean the ancient, crucial, high art of teaching, the kind of teaching which alone can claim to be called educational, an essential element in all human culture. ...Only when large demands are made of the teacher, when we ask him to assume a primary role as educator in his own right, will it be possible to return dignity to teaching."

Professor Arrowsmith was seeking change in these penetrating remarks. Your attention is drawn to the unexpressed need implied in his comments. They apply to the current practice in pre-service and in-service preparation of technical and trade-industrial vocational teachers.

THE NEED:

It is recognized that teacher preparation in the United States has historically been assigned to teacher preparatory institutions on the post-secondary level. The focus of this paper is on a major unmet need which can, and must, be satisfied by these institutions. The leadership for this effort must originate with Federal legislation. Only with the establishment of Federal programs for the refinement of this preparatory process can change be achieved.

One third of all vocational teachers and more than twenty-five percent of the students in vocational schools are identified as trade-industrial and technical populations (U.S.O.E. data, 1973). By revising the up-stream process of the preparation of these teachers there will be a substantial improvement in the education of more than one and one-half million students and a remarkable change in the image of vocational education.

Although a large majority of vocational education teachers hold baccalaureate degrees, those to which we address ourselves here are recruited from trades and industry, normally have high school diplomas and are given, in most states, five years to take certain prescribed courses in teaching vocational subjects. The usual state requirement for the issuance of a state provisional certificate is a specified number of years (frequently five years again) as a practicing tradesman of technician. With this last requirement as the only training background, these individuals are placed in vocational classrooms as teachers. It is this unusual combination which is, and has been, the force in educating young adults whose characteristics result from schooling best described by David Rogers as:

> "Most of the shortcomings of vocational and technical education are symptomatic of what is wrong with public schools generally... a narrow and misplaced elitism that puts inordinate emphasis on a four year college degree, gears most educational resources to college bound students, insulates academic from vocational-technical training, and relegates students and educators in vocational programs to second-class citizenship."

The validity of this criticism is deplorable. It is a reflection on the leadership efforts of previous Congressional programs since vocational education is a creature of the Federal government. The time is here for corrective measures. The climate established by the Congress and former United States Commissioner of Education, Sidney P. Marland, under the title of career education - a thrust resulting in a strong linkage between academic subjects and future career alternatives for students - has taken hold at all levels of the educational structure.

It is emphasized that career education is not vocational education. To the contrary, it is the posture of this paper that any difference between a technical and a liberal education is fallacious. Technical education must be liberal to be adequate. This observer is in total agreement with Charles Silberman when he defines the purpose of education as a process that prepares students "to act, to think, and to feel." For our purposes, this translates into an education which would equip students with technical skills as well as enabling them to participate intelligently in their communities as citizens and to relate in their homes and with others on a contributory plane. Forward looking technical institutes and schools of technology and engineering are recognizing this development in their curriculum offerings. It follows that it is imperative that secondary schools, and more specifically secondary level vocational-technical teachers recognize this, and be trained as teachers to implement this concept.

The tragedy of current practice is that trade, industrial and technical teachers perform as technicians and reject the realism that they must be teachers first, skilled craftsmen second. In the seminars that this observer has conducted in teacher-training programs for vocational teachers, and the question is asked of these students, they state categorically and definitively that their role is only to train students in a skill - and that is what they are being paid to do.

The Committee is asked to give in-depth consideration to the gaps in the educational backgrounds of these teachers. If there is understanding of language, including commonly accepted English - both oral and written - it is accidental. If there is knowledge of the humanities, it is an exception. If there is reference to the history of our nation - political, economic or social - it is normally superficial or limited to a high school curriculum. Where in-service courses are offered to satisfy certification requirements in adolescent psychology, there are no preparatory courses in general psychology. These references, and more, including sociology, government, economics, the sciences - reflect the gaps in the first five to ten years of the careers of these teachers, as classroom teachers, and as certified by the states. This does not mean that the Federal government should dictate state certification requirements for teachers. It does mean that the need must be satisfied, and can best be accomplished by Federal direction and leadership through support of revised state vocational teacher preparation programs.

Rupert Evans addresses the inherent problems of such a program:

> "These complexities (the tasks of the vocational teacher) cannot be mastered by the worker whose pre-service and in-service teacher education is limited to four college courses taken during his first five years of teaching...The greatest task of vocational teacher education is to devise ways in which teachers can be prepared to teach accurately, efficiently, and broadly, so that their students will have maximum opportunity to control their own environment."

There are specific problems in the achievement of these goals. At this time in the development of vocational education there is no accreditation organization to set the standards for the preparation of vocational teachers, especially trade, industrial and technical teachers. Secondly, the states' certification requirements for provisional and permanent certificates do not face the reality of those teachers who are starting with a high school diploma, who have full-time teaching posts, and are expected to attend evening classes to obtain 120 credits (c) for their baccalaureate degrees. Thirdly, few of the teacher preparatory institutions for vocational teachers offer remediation courses in the general education category. This observer cannot imagine many of the current classroom teachers in tade and industry classrooms taking courses at the undergraduate level in the classics. There is a basic need in remediation in common, ordinary, everyday written and oral communication.

SUMMARY AND RECOMMENDATIONS:

The summary of this need is directional for the Committee. The measurement of the quality of vocational education, as noted by Dr. Gordon Swanson, is almost entirely by proxy. Federal legislation is needed to serve as guidelines for 1) certification requirements, 2) accreditation of teacher preparatory programs for trade and technical vocation teachers and finally, 3) for the establishment of evaluative procedures for the output of vocational and technical schools. Only in this way will the growing population of these students achieve skills beyond hands-on abilities. The nations' students in these schools are rightfully entitled to achieve skills in communication, the ability to identify problems other than those of a mechanical nature, the skills to solve these problems, and the realities of self-management based on value structures, motivation, goal objectives. The in-depth characteristic to function effectively under adverse conditions is a vital development in the educational process which must be achieved as part of their schooling. Creativity and the ability to adapt to change should be wound into their curriculum. These are the teaching ingredients that must become an integral part of teacher training for vocational teachers.

It is urged that the Committee recognize that this is our best opportunity, the best we have had to move forward in the redesign, redevelopment of an important segment of vocational educations. Thank you for this opportunity to address you.

Rhode Island College
Providence, Rhode Island 02908
Established 1854

Bureau of Social and Educational Services

July 11, 1975

Senator Claiborne Pell
United States Senate
Washington, DC 20510

Dear Senator Pell,

I would like to briefly ask your support for favorable consideration for Senate Bill (S) 940. This Bill is entitled "The Career Guidance and Counseling Act of 1975."

In my experience as Career Education Coordinator in Rhode Island, I feel that major needs for students of this state both elementary and secondary could be better met if the focus of this legislation were enacted. The need for students to develop decision-making skills, as well as better understanding of the world of work, would enhance greatly their abilities to become articulate and successful citizens. I feel that this legislation could make these goals more attainable.

Although there are 19 separate pieces of legislation that have been enacted over the past five years recommending guidance and counseling services, only four percent of the total monies of all of these bills have been used for guidance and counseling. This special legislation would commit categorically more funds for this needed service.

I hope you will be able to support the passage of the "Career Guidance and Counseling Act of 1975."

Sincerely,

Ronald A. Esposito

Ronald A. Esposito, Ph. D.
Coordinator Career Education

RAE/jd

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS
DEPARTMENT OF EDUCATION
199 Promenade Street, Providence, Rhode Island 02908

Thomas C. Schmidt, Commissioner

June 18, 1975

JUN 23 1975

The Honorable Claiborne Pell
United States Senator
Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

The Vocational Education Act of 1963, as amended, has served to provide Rhode Island and the Board of Regents for Education with the broad base of needed funding assistance to improve vocational education in the state at all levels of learning.

The Regents, knowing that new legislation will ultimately effect its vocational education programs, considered it timely to address potential concerns which they feel are important to maintain an effective vocational education program governance system in Rhode Island.

A primary concern to the Board is the ability to maintain the flexibility that states now have in establishing policies and priorities which are consistent with the general vocational education philosophy of the state itself. At the same time, the Board of Regents feel that to abolish the concept of a "sole state agency" for the governance of all levels of vocational education would be inconsistent with previous law and would undermine the effectiveness of those programs which have been functioning well in the state of Rhode Island under the aegis of the single board. Further, some of the proposals presently being considered would eliminate, to a greater degree, the Regents' flexibility and discretion in determining spending priorities for vocational education by earmarking specific percentages for spending in programs for elementary, secondary, postsecondary, handicapped, disadvantaged, etc.

Since the Senate Subcommittee on Education is now considering all proposed legislation in the area of vocational education, the attached resolution was passed by the Board of Regents at their last regular meeting.

In essence, it requests that any legislation enacted shall maintain sufficient flexibility to permit the Regents to continue to serve as the sole decision-making body for vocational education in Rhode Island, and further that that the legislation provide for the Board of Regents to retain the ability to establish policies, priorities, and to determine the distribution of the funds to support their decisions.

We would hope that as you begin to draft the Vocational Education Act of 1976 that you will consider these policies and principles which the Board of Regents deem so necessary for the state of Rhode Island and vocational education programs within the state.

We appreciate, as we always have, your consideration for the concerns of students and education and know that our concerns will be considered to the fullest. If we can be of any further assistance to you, would you please feel free to contact me.

Sincerely,

Thomas C Schmidt

Thomas C. Schmidt
Commissioner

TCS(RAB):mm

cc: Steven J. Wexler
Arthur R. Pontarelli
Robert A. Berlam
Grace M. Glynn

WASHINGTON COUNTY VOCATIONAL TECHNICAL INSTITUTE
River Road • Calais, Maine 04619 • 207 454-2144

March 24, 1975

Senator Edmund Muskie
Capitol Building
Washington, D.C.

Dear Senator Muskie:

Washington County Vocational Technical Institute is a post secondary vocational school. Many of our students are over twenty years of age and are trying to better themselves by learning a trade.

The Federal Vocational Work Study program is restricted to students of fifteen to twenty years of age. This restriction seems terribly unfair to "older" (twenty-one years old!!) students.

Is there anything your office can do to eliminate this restriction by the Federal Government?

very Truly Yours,
Robert C. Hazelwood
Robert C. Hazelwood
Business Manager

PROVIDENCE PUBLIC SCHOOLS
Student Relations Office
1491 Broad Street
Providence, Rhode Island 02905

ARTHUR M. ZARRELLA
Student Relations Administrator

JUN 23 1975

RECEIVED
PROVIDENCE

June 12, 1975

JUN 17 1975

The Honorable Clairborne Pell
418 Federal Bulding
Providence, Rhode Island

Dear Senator Pell,

As Student Relations Administrator for the Providence School Department, I should like to urge your support of the Career Guidance and Counseling Act of 1975 (H.R. 3270 or S. 940).

This legislation would provide our boys and girls with the skilled counseling help which they need in selecting their future careers and preparing for meaningful employment. Society can ill afford the human waste which results from misdirected efforts and frustrated aspirations.

At the present time, most large cities are facing serious budgetary problems and do not have the wherewithal to finance vitally needed career guidance services. Therefore counselors are looking to the Congress for urgently needed support in this vital area.

Counselors particularly support the creation of an Office of Career Guidance on the federal level, as well as funding for in-service and pre-service training and the provision of career counseling.

Sincerely,

Arthur M. Zarrella
Arthur M. Zarrella
Student Relations Administrator

AMZ:jc

Senator **Pell**. The subcommittee is recessed subject to the call of the Chair.

[Certain information supplied for the record in the interest of economy was not printed but may be found in the files of the subcommittee.]

[Thereupon, at 4:05 p.m., the subcommittee recessed, to reconvene subject to the call of the Chair.]

REVIEW OF VOCATIONAL EDUCATION PROGRAMS, 1975

Vocational Education and Other Educational Associations

FRIDAY, APRIL 11, 1975

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room 4232, Dirksen Senate Office Building, Senator Clairborne Pell, subcommittee chairman, presiding.

Present: Senators Pell and Schweiker.

Committee staff present: Jean S. Frohlicher, associate counsel; and Gregory Fusco, minority counsel.

Senator PELL. The Subcommittee on Education will come to order. Today the Subcommittee on Education continues its hearings on vocational education. We are going to call the witnesses out of order so that our first witness today will be the Hon. Roman Pucinski, co-chairman, Committee on Legislation, National Advisory Council on Vocational Education, presenting the council's views on existing and proposed legislation in the field of vocational education.

Mr. Pucinski brings a wealth of knowledge to this area, as he served as the chairman of the General Subcommittee on Education of the House Committee on Education and Labor in 1968 when the Vocational Education Act last underwent major revisions.

I welcome the appearance of an old friend and colleague before the subcommittee, Congressman Pucinski.

STATEMENT OF HON. ROMAN C. PUCINSKI, COCHAIRMAN, COMMITTEE ON LEGISLATION, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. PUCINSKI. Thank you very much.

I have a comprehensive statement prepared, but because of the other witnesses scheduled here this morning I thought I would give you a brief condensation.

These hearings come at a fateful time in our Nation's history. We are on the eve of our bicentennial celebration, which should be the occasion for recounting our strengths and achievements. At the same time, our Nation's economy is in one of its weakest periods, and unemployment is soaring to one of the highest peaks in our history.

In recommendations forwarded to the domestic council last January, the National Advisory Council on Vocational Education pointed out that "America is rapidly losing the technical superiority that has been the base of our prosperity," and stated. "It must be the policy of the United States to reclaim the skills and productivity of the American people."

Certainly, the bill which finally emerges as a result of these hearings should be a major component of such a policy.

The need for vocational education has never been greater. There is no longer a need or a place in our economy for unskilled workers.

It is the unskilled and the underskilled who are hardest hit by unemployment in the current economic situation. We must provide them with skill training.

We must also realize that many skilled workers now being laid off will never return to their present occupations. The disruptions now being experienced by industry, labor, and Government are not temporary phenomena, which will be corrected when the next quarterly economic forecast is issued. We must also provide retraining to reflect those shifting employment patterns.

A policy statement adopted by the National Advisory Council on Vocational Education on January 17, 1975, entitled "The Challenge to Vocational Education in the Economic Crisis," said that current problems are likely to cause basic changes in our way of life and our way of thinking. "Future shock is here," we stated. "From now on, it will not be uncommon for workers to change job skills several times in a working lifetime."

Our educational system bears a special responsibility to help us absorb some of the impact. This is particularly true of vocational education which has, or should have, the capability to provide the training and retraining needed by young people and adults to adapt to changing conditions."

In facing this challenge, we believe that the primary consideration must be the needs of students, not the needs of institutions, or interest groups, or industry. Over the past year and a half, the National Advisory Council on Vocational Education has taken a long, hard look at the 1968 Vocational Education Amendments—Public Law 90-576—and compared them with various other proposals which have been put forward.

We wholeheartedly support many of the purposes and goals contained in these various proposals, such as the need for greater research and innovation, increased vocational programs at the postsecondary level, guidance and counseling services, and programs for persons with special needs. But we believe that the best means of meeting these purposes with maximum effectiveness, and with greatest emphasis on the needs of students, is through extension of the 1968 Vocational Education Amendments.

We have not had a chance to look at the administration's most recent bill, because I understand it has just been sent forward. We will probably have some additional remarks to submit to the committee at a later date when we have had an opportunity to look at the administration's bill.

Our statement here today is based on the material information that we had at hand and the material we had to work with.

As the National Advisory Council on Vocational Education stated last September, before the oversight hearings conducted by the House Subcommittee on Elementary, Secondary, and Vocational Education, "* * * the Vocational Education Amendments of 1968 is an exemplary piece of legislation. In considering its extensionand revision, the council recommends that the basic purpose and format of the act be retained." Needed changes and improvements, to provide greater flexibility in implementing their programs, can be made within the structure of the existing act.

To those who would argue that the 1968 amendments contain too many categories, and that consolidation along broader lines is needed, we would reply that the Vocational Education Amendments of 1968, as written, is an outstanding example of consolidated legislation.

It permits broad latitude on the part of the States in the use of Federal funds, while at the same time identifying and supporting specific national priorities. The major portion of the Federal funds for vocational education are allocated under "Part B: Grants to States." States are free to use these funds as they see fit, to meet their individual State needs, within the very broad scope of that part.

Use of Federal funds under section 122(a) includes secondary and postsecondary programs, retraining for adults, programs for the disadvantaged and handicapped, construction, guidance and counseling, and ancillary services, such as teacher training and curriculum development.

The categorical sections of the act, parts C through J, were expressly designed to meet specific national concerns which were not being adequately dealt with by most States. The funding for these categories accounts for less than one-quarter of total Federal vocational education funding.

I would like for the rest of my statement to be included in the record and would like to summarize the remainder of my statement.

Senator PELL. It will be included in the record at the conclusion of your testimony.

Mr. PUCINSKI. We would propose:

One: It must be the policy of the United States to reclaim the skills and productivity of the American people.

Two: The 1968 Vocational Education Act should be extended.

Three: Tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential, but should be done within State planning requirement[illegible]

Four: The importance of the State plan as a planning mechanism should be reemphasized. It should be a 5-year plan, with annual reports on progress.

Five: Two- or three-year forward funding of vocational education should be instituted if there has been solid long-range planning and a needs assessment has been conducted.

Six: Evaluation must take place at the Federal level through the Office of Education, at the State level through the State board (self-evaluation), and by the SACVE.

Seven: Funding to SACVE's specifically for evaluation should be increased.

Eight: NCES should be directed to develop a common set of definitions and a common data system for reporting all federally funded programs.

Nine: No more than 30 percent of Federal funds should be used for maintenance of effort without justification in the State plan. The U.S. Commissioner of Education should be the final arbiter with power to require amendment to the State plan to correct any imbalance.

Ten: Greater review and evaluation of expenditure of Federal funds should be conducted by OE at the Washington office.

Eleven: Part B of title X of Public Law 92–318 should be incorporated into the Vocational Education Act, and should require that postsecondary vocational education programs, whether in area vocational schools, community or junior colleges, 4-year institutions, or adult program facilities, be part of the State Plan.

Twelve: To the degree that title X funds are used for the infusion of occupational education into elementary and secondary schools on an equal footing with academic education, the programs should be described in the State plan.

Thirteen: The distribution of funds between secondary and postsecondary education should be decided at the State level, with the provisions for such distribution set forth in the State plan. Federal legislation should, however, provide that at least 25 percent be reserved for each program.

In our full statement we cite statistics which indicate that many of the States are now allocating more than 25 percent. But the national average is 23 percent. We feel that 25 percent, a minimum of 25 percent would be justified.

Fourteen: The sole State agency method of distributing funds for planning should be retained, and funds distributed on the basis of purpose rather than grade levels or institutional structure.

Fifteen: Set-asides for the disadvantaged and handicapped should be retained at least at the current level and require State matching.

Sixteen: Any vocational education funds for counseling should be used specifically for training of counselors in areas related to vocational education and job opportunities, rather than general counseling programs.

Seventeen: Job placement and counseling must be an integral part of vocational education.

Eighteen: A special program of crash funding is needed for vocational education to urban areas without reduction of funds to rural and suburban communities.

Our studies and the studies we now have going on show that the greatest problem in vocational education in this country is in the 12 major urban areas of the country where 78 percent of the American people are now living. We are proposing that a special one-shot crash program of aid be considered by the Congress.

Nineteen: The State plan should stress in detail efforts of coordination between CETA and vocational education.

Twenty: The use of funds should be encouraged for development of accelerated courses, after-hour and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses.

Educators should not be afraid to drop courses that have outlived their usefulness.

Twenty-one: Technical assistance should be provided by the Office of Education of the State Directors of Vocational Education to eliminate sex stereotyping, and open up greater opportunities for women.

Twenty-two: Separate authority and funding should be maintained for career education, as provided in Public Law 90–380.

Twenty-three: Increased authorization should be provided for curriculum development.

Mr. Chairman, one final word. In our formal statement we have given great consideration to the present discussion and debate between career education and vocational education.

The National Advisory Council on Vocational Education fully endorses the various efforts being made at the State and Federal levels toward implementing the concept called career education.

We wish to reiterate, however, that career education and vocational education are not synonymous. We see career education as an all-encompassing concept, and vocational education as one of various equal component programs within that concept.

Career education is the facilitator which will help bring about the integration and cooperation required for a more effective educational system. Career education is not a substitute for vocational education. Without strong vocational and technical skill training programs, the career education concept is meaningless. We recommend that separate authority and funding be maintained for career education, as provided in Public Law 93–380.

All vocational education funds should be spent on programs related to job training and development, insofar as possible.

Too often, the terms career education and vocational education have been used interchangeably, with much resulting confusion.

One particularly important example of such confusion was the action taken by Congress last year in the 1975 appropriations bill. Funds for vocational education curriculum development were reduced from $4 to $1 million, on the rationale that the Office of Education and the National Institute of Education were providing the needed support under other programs such as career education. We stressed then, and would like to repeat again, that the curriculum development being done in the name of career education to date has been primarily concerned with orientation in the work ethic at the elementary and secondary levels. This does not meet the curriculum development requirements of vocational education, which deal with teaching specific job skills, especially in emerging new fields such as allied health professions and environmental technology.

I cannot stress that too much. Last year we pleaded with the Senate and House to fund the full $4 million authorized for curriculum development. In both Chambers the impression was since there was $10 million already set-aside for career education, that curriculum development would meet our vocational needs. Senator, if we do nothing else, I do hope we can impress upon the committee the difference between the two concepts. They are important. We support them both. It is a great mistake to treat them as one.

We urge that strong emphasis be placed on curriculum development and that authorizations be increased for this purpose.

Part I was written into the 1968 amendments because Congress realized we could not modernize vocational education without a strong curriculum development component.

If my memory serves me correctly, and I think it does, you, Mr. Chairman, were one of those who most strongly advocated part I funds in the 1968 amendments because you realized we cannot talk about modernizing vocational education without developing curriculum needs to meet changing needs of vocational education.

I commend you again for recognizing that need.

Senator PELL. Thank you.

Mr. PUCINSKI. There are 5,000 new occupational skills being developed in this decade alone. Our schools must keep abreast with these changes.

Perhaps the greatest single weakness in vocational education today is the lack of resources to keep curricula current with the rapid changes in the world of work. Vocational educators want to modernize their programs, but will not be able to meet this need unless we encourage curriculum development at both the national and State levels.

Mr. Chairman, I would also like permission to submit in the record in its entirety the Review of GAO Report on Vocational Education, prepared by the National Advisory Council on Vocational Education.

Senator PELL. Without objection, it is so ordered.

Mr. PUCINSKI. And also our study which I allude to in my full testimony, "The Impact of the Vocational Education Amendments of 1968 prepared by the National and State Advisory Councils on Vocational Education."

Senator PELL. Without objection, it is so ordered.

Mr. PUCINSKI. And finally I also mention in my full text the study that was made by the National Advisory Council, the State Advisory Councils on vocational education evaluation reports. These are very important. The State Advisory Councils are doing in many cases outstanding work. They have really changed the face of vocational education at the State level. Many of the States have been doing an outstanding job, the State Advisory Councils, and I would hope that you would have a chance to look at some of the evaluation reports because you are going to be pleasantly surprised and pleased to see the kind of innovation that is finding its way into the State plans because of the prodding and leadership of State Advisory Councils.

Thank you, Mr. Chairman.

Senator PELL. That will be looked at. It looks rather long to put into the record. But we will take it under advisement.

Mr. PUCINSKI. I certainly want to thank you for your courtesy in letting the National Advisory Council submit their views. The

National Advisory Council has been working very hard. I can tell you this as an old friend, that being on the National Advisory Council has given me sort of a new perspective. I am impressed with the sincerity of the members of this Council. I am impressed with their desire to serve.

I do hope that the representations made here today by the National Advisory Council will reflect the expertise that these people bring to this field.

I submit to you, Mr. Chairman, that the greatest thing we did in 1968 was establishing State Advisory Councils and the National Advisory Council. I think they are fulfilling their role beyond our expectations in 1968.

Senator **Pell**. Thank you very much, indeed.

Senator Schweiker.

Senator **Schweiker**. Thank you, Mr. Chairman.

I want to welcome my former colleague in the House to this committee and mention that his work and interest in this area has long been well known. We certainly appreciate it and we particularly appreciate his presentation today.

I do have a few brief questions, if I may.

Senator **Pell**. Surely.

Senator **Schweiker**. You recommended a crash program for vocational education—I am not using career education. I got the message—in urban areas, which I think is a good idea. I see a great need for funding in areas of my own State in Philadelphia and Pittsburgh, and would like you to elaborate a little more on that.

Mr. **Pucinski**. I think you will find in some parts of Philadelphia, as in Chicago, as in Detroit, that the unemployment rate runs as high as perhaps 30 and 40 percent. This is primarily due to the fact that in many instances the hardest hit in any sort of economic setback are the underskilled or the unskilled.

We are recommending a crash program. I would hope—I do not like to throw around figures because I can see the budgetary problems that you have here in Washington—but we certainly would want to see a one-shot program—they now get a great deal of help from 15-percent mandatory set-asides in the State grants. But I would like to see the Congress sponsor a one-shot, perhaps $2 or $3 billion program of direct aid to the urban areas of highest concentration of unskilled labor.

I believe that you would find if that kind of help is forthcoming, and it were forthcoming right now, the resources are there. For instance, we have recommended in our Council that communities make greater use of community resources. All the teaching does not have to be particularly in the school environment. Teachers can utilize other resources in the community.

If we are to have that kind of financial assistance right now for curriculum development, training of teachers, training of counselors, and as we said in our statement, counselors who will be able to counsel young people on a job-related experience, and a crash program of this nature I think would go a long way in helping the situation where unemployment is the greatest.

Of course the President, as you know, has certainly provided a great deal of leadership in this direction. In his Ohio speech he talked about bridging or creating a bridge on education and work training needs of the unemployed.

So it would be my hope that a provision could be written into this law to help these urban areas.

As I said earlier, 78 percent of the American people today live in 12 major urban areas of America. We have excellent vocational programs in rural America. But the cities, for all sorts of reasons, have not kept pace.

They tell us the reason for that is because of the lack of financial resources. And I am inclined to believe that perhaps they are correct. The need is so great. We pass the impact aid, your committee, this committee, we working together, we passed the Impact Aid bill. We passed the Elementary and Secondary Education Act. It is a permanent bill, but it is something along the lines of what I have in mind here.

As you will recall, ESEA was designed to help those areas of high concentration of disadvantaged children, bringing up their reading skills and bringing up their verbal skills. The bill has worked out very well. The program has worked out very well. We are, for instance, for the first time recognizing progress in reading scores in Chicago. It has taken a long time to get there. We are now finally starting to see some light in the tunnel.

I think if we approach, as we did in the ESEA program, if we approach vocational education needs in the urban areas, I think yiu will very quickly see similar results.

Senator SCHWEIKER. Thank you, Mr. Chairman. That is all.

Senator PELL. Thank you.

I completely agree with you about the urban areas. You and I both come from urban areas.

Mr. PUCINSKI. You notice we say we do not want to have this additional assistance at the expense of our friends in the rural areas. They have problems. We would not want to see the rural programs, which are excellent in many cases, in any way impeded by the shifting of funds. So we are recommending some additional funds.

Senator PELL. Thank you very much indeed. I am delighted to see you again.

Mr. PUCINSKI. Thank you.

[The prepared statement of Mr. Pucinski along with additional material referred to follows:]

TESTIMONY

by the

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Honorable Roman Pucinski

CO-Chairman, Committee on Legislation

Before the

EDUCATION SUBCOMMITTEE

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

U.S. SENATE

Washington, D.C.

April 11, 1975

MR. CHAIRMAN:

These Hearings come at a fateful time in our Nation's history. We are on the eve of our Bicentenniel celebration, which should be the occasion for recounting our strengths and achievements. At the same time, our Nation's economy is in one of its weakest periods, and unemployment is soaring to one of the highest peaks in our history.

In recommendations forwarded to the Domestic Council last January, the National Advisory Council on Vocational Education pointed out that "America is rapidly losing the technical superiority that has been the base of our prosperity," and stated, "It must be the policy of the United States to reclaim the skills and productivity of the American people."

Certainly, the bill which finally emerges as a result of these Hearings should be a major component of such a policy. The need for vocational education has never been greater. There is no longer a need or a place in our economy for unskilled workers. It is the unskilled and the underskilled who are hardest hit by unemployment in the current economic situation. We must provide them with skill training. We must also realize that many skilled workers now being laid off will never return to their present occupations. The disruptions now being experienced by industry, labor, and government are not temporary phenomena, which will be corrected when the next quarterly economic forecast is issued. We must also provide retraining to reflect those shifting employment patterns.

A Policy Statement adopted by the National Advisory Council on Vocational Education on January 17, 1975, entitled, "The Challenge to Vocational Education in the Economic Crisis," said that current problems are likely to cause basic changes in our way of life and our way of thinking. "Future shock is here," we stated. "From now on, it will not be uncommon for workers to change job skills several times in a working lifetime. Our educational system bears a special responsibility to help us absorb some of the impact. This is particularly true of vocational education which has, or should have, the capability to provide the training and retraining needed by young people and adults to adapt to changing conditions."

In facing this challenge, we believe that the primary consideration must be the needs of students, not the needs of institutions, or interest groups, or industry. Over the past year and a half, the National Advisory Council on Vocational Education has taken a long, hard look at the 1968 Vocational Education Amendments (P.L. 90-576), and compared them with various other proposals which have been put forward. We wholeheartedly support many of the purposes and goals contained in these various proposals, such as the need for greater research and innovation, increased vocational programs at the postsecondary level, guidance and counseling services, and programs for persons with special needs. But we believe that the best means of meeting these purposes with maximum effectiveness, and with greatest emphasis on the needs of students, is through extension of the 1968 Vocational Education Amendments.

As the National Advisory Council on Vocational Education stated last September, before the Oversight Hearings conducted by the House Subcommittee on Elementary, Secondary, and Vocational Education, ". . . the Vocational Education Amendments of 1968 is an exemplary piece of legislation. In considering its extension and revision, the Council recommends that the basic purpose and format of the Act be retained." Needed changes and improvements, to provide greater flexibility to the states (and greater accountability from the states) in planning and implementing their programs, can be made within the structure of the existing Act.

To those who would argue that the 1968 Amendments contain too many categories, and that consolidation along broader lines is needed, we would reply that the Vocational Education Amendments of 1968, as written, is an outstanding example of consolidated legislation. It permits broad latitude on the part of the states in the use of Federal funds, while at the same time identifying and supporting specific national priorities. The major portion of the Federal funds for vocational education are allocated under Part B, Grants to States. States are free to use these funds as they see fit, to meet their individual state needs, within the very broad scope of that Part. Use of Federal funds under Sec. 122(a) includes secondary and postsecondary programs, retraining for adults, programs for the disadvantaged and handicapped, construction, guidance and counseling, and ancillary services, such as teacher training and curriculum development.

The categorical sections of the Act, Parts C through J, were expressly designed to meet specific national concerns which were not being adequately dealt with by most states. The funding for these categories accounts for less than one-quarter of total Federal vocational education funding.

Section 511 of the Education Amendments of 1974 (P.L. 93-380), which provides for a simplified state application for Federal funds, will help eliminate much of the paperwork and simplify the procedures required under the Vocational Education Act. This new provision should help achieve much of the efficiency envisioned in the concept of consolidation, and will permit the states to devote a greater amount of time to long-range planning of their vocational education programs. As we stated before the House Subcommittee, ". . . little revision is needed in the present law if it is fully implemented, properly administered, and adequately funded."

Public Law 90-576 has not achieved everything that we envisioned when it was drafted in 1968. That fact was most recently illustrated by the GAO Report on Vocational Education. We have no major criticism of that Report, and in our January, 1975 "Review of the GAO Report on Vocational Education," we said, ". . . the problems are real and the analysis, in many cases, is excellent." We pointed out that, ". . . in many respects, the Report expresses concerns the National and State Advisory Councils on Vocational Education have been enunciating over the last five years." We request that the National Council's "Review of the GAO Report," in its entirety, be made a part of the Hearing Record.

However, the fact that there have been some problems in the implementation and administration of the 1968 Amendments is not reason to scrap them and start all over again. There is not a piece of legislation passed that has not developed some soft spots during its implementation. We would agree with Mr. Gregory Ahart, the representative of the General Accounting Office who testified before this Committee in February, that there is no need for major changes in the 1968 Amendments. The need is to see that it is properly administered.

The National Advisory Council on Vocational Education believes that tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential. This can be achieved within the context of the 1968 Amendments by tightening the state planning requirements.

Planning and Evaluation

The State Plan is the heart of the 1968 Amendments. It has generally not lived up to expectations, and has not provided the comprehensive planning, based on needs assessment, which was intended in the Act. In a special NACVE study entitled, "The Impact of the Vocational Education Amendments of 1968," which was prepared last year expressly in anticipation of these Hearings, the State Advisory Councils on Vocational Education unanimously endorsed the principle embodied in the present law, that each state should submit a planning document. Ideally, the State Plan forces state officials to analyze needs, establish priorities, and allocate scarce resources. But in some states, concentration on meeting the literal requirements of the law results in failure to fulfill its spirit. The "compliance documents" thus produced are submitted to the Office of Education, approved, and then shelved. They do not become effective tools for guiding performance. We request that the study referred to be included as part of our testimony.

We recommend that the importance of the State Plan as a planning mechanism, rather than as merely an annual budget accounting procedure, be re-emphasized. There should be a mandatory five-year plan, with annual report by the state on progress, status, and needed revisions. Such planning is essential if there is to be forward funding. The National Advisory Council on Vocational Education recommends two- or three-year forward funding for vocational education, because of the need for equipment purchases and other extraordinary expenses not incurred in the regular academic classroom setting. But we would not approve of this method of funding unless it were based on needs assessment and solid long-range planning.

If the State Plan is to be effective, evaluation on a continuing basis must be a part of the process. Evaluation must take place at various levels. The State agency must perform self-evaluation in its annual update and revision of the long-range plan. The U.S. Office of Education must initially review and evaluate the long-range plan against the requirements and intent of the legislation, and then evaluate the annual reports to see that the revisions do not alter the plan with respect to the Federal intent and priorities. The third evaluation, by the State Advisory Councils on Vocational Education, we believe to be the most important one. It is an objective and independent evaluation, conducted by Councils representing business, labor, education, and community leaders, who know the needs, and whether or not they are being adequately addressed. The State Advisory Councils look at the State Plan from the point of view of the consumers and beneficiaries of the education system. They are not concerned, primarily, with how it looks on paper, or whether it meets the formal regulations. They are concerned with whether or not it works, and if it provides quality education, geared to real-life needs.

We urge that the independent evaluations being made by the network of National and State Advisory Councils be continued, and strengthened.

We would also like to have included, as part of the record, the overview and summaries of the Evaluation Reports of the State Advisory Councils on Vocational Education for 1974. Those reports reiterate the need for better state planning. For example, the Minnesota Advisory Council stressed the lack of a needs assessment as required by the legislation. The Maryland Council said its State Plan is not an adequate guide for the development and implementation of vocational programs. Missouri was concerned that its plan does not establish priorities for vocational programs. The Connecticut SACVE felt compelled to submit a resolution to the U.S. Commissioner of Education, requesting that he not approve the State Plan, in view of documented violations of the law. Nevertheless, the Plan was approved.

Needs assessment, good planning, and evaluation -- as we envision it -- all cost money. We suggest that reasonable sums out of Part B funds be set aside specifically for needs assessment and planning. The National Advisory Council made this recommendation in its Fourth Report, in 1971. We believe that a needs assessment must be basic preparation for the development of the State Plan. Very few states have ever made such a study. Planning funds should be set apart from any provisions in the new law which might limit use of Federal funds for State administration.

With respect to the use of Federal funds for State-level administration, if a limitation is imposed, it should recognize the fact that vocational education has traditionally and historically (since 1917) enjoyed a Federal subsidy. Any limitation should be based on a sliding scale which would help ease the burden for those states which might have problems with their state laws or state legislatures in making a change from Federal to state funds for administration. The limitation usually mentioned is 5 percent. We suggest it might be equitable to allow 5 percent straight Federal funds for state administration, but permit up to 15 percent provided that any amount over 5 percent be specifically matched for purposes of administration by state funds.

Planning and evaluation must be done hand-in-hand. If the State Advisory Councils are to effectively fulfill the role spelled out for them in the 1968 Amendments, and if the expanded role we anticipate is to be linked with strengthened State Plans, they must have adequate funding. Past evaluations by the State Councils have been remarkably good, considering the shoestring budget on which they have operated. The law authorizes that the State Councils will receive a minimum of $50,000. It was not until the current fiscal year that many of the smaller states received the minimum amount. They had operated -- from their inception -- on just over $30,000 annually. Many had only a one-man staff, or no staff at all.

We recommend that each State Advisory Council receive funds specifically for evaluation, over and above their current operating budget. This would enable them to mount and staff on-going evaluations.

Local Advisory Councils should be encouraged in the legislation to assist State Advisory Councils in their evaluations. This would not require specific Federal funding. Increased funding to State Advisory Councils for evaluation purposes would permit them to give technical assistance to local Councils. Advisory Councils at all levels should be involved in planning at each step, rather than simply being presented a finished planning document for comment, as is sometimes the case.

The National Advisory Council on Vocational Education should be authorized to give technical assistance to State Advisory Councils. It has done so in the past, whenever possible -- for example, the National Council published and distributed a Resource Book for State Advisory Councils, designed to assist them in their evaluations. Such assistance from the National Council should, however, be formalized in the Statutes, and funds provided to support such activity, and thus increase evaluation capabilities.

We recommend that the existing language of the law be strengthened to provide allocation of Federal funds only at the time the State Advisory Council certifies its acceptance of the State Plan. This would insure serious consideration of the advice and recommendation of the State Councils by the State Boards, and would force the two groups to hammer out solutions where major disagreement might exist.

Data Collection

Good planning and evaluation and good legislation require good data. Experience with Project Baseline -- commissioned by Congress to collect vocational education statistics -- has shown a lack of uniformity in the kinds of data available from the states, and within states. Over $1.2 million has been spent to date on Project Baseline. Results have not been as useful as was anticipated, due to a lack of uniform statistics and conflicting methods of defining and counting students. We recommend that Congress direct the National Center for Educational Statistics to develop a common set of definitions and a common data system for reporting all Federally-funded vocational programs. This should be done with the involvement of Project Baseline, and such groups as North Carolina State University, which is conducting a study on prioritizing data needs. Virtually all of the 1974 Evaluation Reports point out the lack of data available for planning. Deficient data includes manpower projections and current assessments of job markets, as well as projected employment trends.

We believe there are a number of other areas which must be dealt with in the new legislation, to make vocational programs more effective, and to achieve greater coordination of existing efforts.

Maintenance of Effort

The 1968 Amendments permit maintenance of effort, along with new programs and expansion. Some states use an unduly large amount of Federal funds for this purpose, which we believe is a misreading of the spirit and intent of the legislation. We recommend that new legislation emphasize Congressional intent that Federal funds are to be used primarily for expansion and new programs, but it should not forbid maintenance of effort. With adequate definition, maintenance of effort could be addressed in the State Plan. We suggest that whenever a state uses more than 30 percent of Federal funds for maintenance of effort, it must justify its decision in the State Plan. The U.S. Commissioner of Education should be the final arbiter, and could require amendment to the

State Plan to correct an imbalance.

Again, this would require greater review and evaluation by the Office of Education than is now being done. Such review should be conducted in the Washington office, rather than in the regions. In the National Council's "Review of the GAO Report" we stated: "The Council agrees with the conclusions of the Comptroller General regarding HEW's failures in managing Federal vocational education funds. One reason for these failures has been HEW's 'regionalization' policy, which has moved its monitoring responsibilities from the central office to the regional offices. The Council has protested such moves whenever they have been made."

Postsecondary Vocational Education

We believe that effective planning and coordination must involve all levels of education. We do not approve of proposals which would separate vocational funding into two separate blocks. We recommend that Part B of Title X of P.L. 92-318 be incorporated into the Vocational Education Act, and require that postsecondary vocational programs, whether in area vocational schools, community or junior colleges, four-year institutions, and/or adult program facilities, be part of the State Plan for vocational education. This would put all vocational programs under one comprehensive plan, and would of necessity greatly enhance articulation between secondary and postsecondary programs, as well as between various postsecondary institutions. Title X also authorizes use of funds for infusion of occupational education into elementary and secondary schools on an equal footing with academic education. To the degree that funds are so used, it should also be described in the State Plan, which would further promote articulation among the various levels.

Rather than a separate authorization for postsecondary programs, we believe that the distribution of funds between secondary and postsecondary programs should find its own level within each state. This should be worked out in the State Plan, which would help insure that the State Plan receives serious attention as a planning document. The distribution of these funds within each state should be based on a needs assessment and effective planning, rather than the results of a turfmanship battle.

According to FY 1973 figures from the U.S. Office of Education, most states are spending considerably more than the required 15 percent for postsecondary programs under Part B. The national average was 23.5 percent. We would anticipate that the FY 1974 figures, when available, will show the national average in excess of 25 percent. We recommend increasing the postsecondary set-aside from 15 to 25 percent minimum, to reflect the situation as it actually exists throughout the country. In FY 1973 only eight of the states and territories were under the 15 percent mark, and of those, three were just a fraction under, at 14.6 and 14.9 percent. Other states were well above the 15 percent figure, with 47 percent in

Colorado, 44 percent in Georgia, 30 percent in Ohio and Tennessee, 27 percent in Massachusetts, and 25 percent in California. It is clear that postsecondary vocational programs are expanding. We believe that this expansion is desirable when it is done on a planned basis, and is beneficial to the communities served. Similarly, a 25 percent floor for secondary programs should be provided, so that possible enthusiasm for postsecondary programs will not totally eliminate Federal support for secondary programs in any state. This would theoretically permit up to 75 percent allocation of Part B funds for postsecondary vocational education.

Sole State Agency

We recommend that the sole state agency concept be retained. There cannot be effective planning if funds are administered by competing agencies, such as a vocational education board and a community college, or higher education board. We believe the funds should be administered on the basis of purpose, which extends across various segments of the educational community, rather than on the basis of grade levels or institutional structure. The fact that this arrangement might cause communication and cooperation between different sectors of the educational community we view as a desirable development, rather than a hindrance.

Disadvantaged and Handicapped

We recommend retaining the set-asides for the disadvantaged and handicapped, at least at the current levels, and require that they be specifically matched with equal amounts of state and local funds. In many states, this would result in doubling the amount of money available for these purposes, since some states presently expend only the minimum Federal requirement. The 1974 SACVE Evaluation Reports indicate that the problem of identifying and reaching the disadvantaged and handicapped is continuing, although progress has been made. Prior to the 1968 Amendments, many states had no programs designed to help these individuals. For example, Wyoming and Nebraska stated that, while enrollment gains have been significant in serving the disadvantaged and handicapped, there are still many schools without programs to meet these needs. West Virginia and Massachusetts report that the present budget cannot facilitate the numbers of students identified as disadvantaged or handicapped, and the numbers actually enrolled in no way approximate the over-all goal of the State Plan. New York cites the need to develop more vocational education services for the handicapped, and Louisiana said that assessment and coordination of existing programs are needed.

Counseling and Guidance

The National Advisory Council's Sixth Report (June 1, 1972) was entitled, Counseling and Guidance: A Call for Change. It pointed out the need to train counselors in a way that would provide them with a knowledge of the world of work and provide a better understanding of the opportunities in vocational education. Among its recommendations was the creation by Congress of categorical funding for counseling and guidance in all legislation requiring these services. The U.S. Office of Education is funding a two-day conference on April 27 - 29, 1975, in cooperation with the National Advisory Council on Vocational Education, the American Vocational Association, and the American Personnel and Guidance Association, to explore means of implementing the recommendations of the Sixth Report. A report of that conference will be submitted to Congress at a later date. The National Council recommends that any vocational education funds used for counseling should be used specifically for the training of counselors in areas related to vocational education and job opportunities, rather than for general expansion of counseling programs.

Job Placement

Job placement and counseling must be integral parts of vocational education. NACVE's Third Report, in 1970, stated that ". . . schools which provide vocational education without also providing a job do not have a complete program." In a time of economic crisis and record-high unemployment, it is unrealistic to hold the schools accountable for placing all students in jobs. However, the President has stated he is reasonably certain the economic situation will soon begin improving. Looking to the future, we believe the concept of job placement and counseling to be a valid one. The 1972 Education Amendments require the U.S. Commissioner of Education to promote and encourage placement as part of the regular school program. We urge that similar language be added to the vocational education bill, and that each state's efforts in this area be addressed in the State Plan. Funds used for job placement purposes would fit the concept that Federal funds should be the cutting edge in vocational education, since job counseling, placement, and follow-up would require that curriculum be kept up-to-date and related to job opportunities. We would also urge that such programs be developed in cooperation with the U.S. Employment Service offices.

Urban Vocational Education

In 1973 - 74, the National Advisory Council on Vocational Education held hearings in five major urban centers across the country: Washington, D.C., Pittsburgh, Atlanta, Los Angeles, and Houston. Based on our findings, the Council cannot over-emphasize the need to improve vocational education in our major population centers, if we are to provide the skill training so desperately needed. Testimony at our hearings indicated that most urban areas, which contain the largest concentration of the disadvantaged, do not receive funding proportional to their share of the state's population. That is substantiated by a National Planning Association study which found that, in 41 states, the Standard Metropolitan Statistical Areas receive less Federal vocational education money than would be expected on the basis of population. In 37 states, the SMSA's received less state and local money than their share of the state's population would warrant. Testimony further indicated that most city schools face higher costs for basic expenses, such as salaries, maintenance, and repair, than do rural and suburban districts. Thus, many city schools are caught in a double bind: their funding, percapita, is less than that received by other types of school districts, while their costs per student generally are higher. The report recommended that Congress enact a special program of crash funding of vocational education in urban areas, without reducing funds going to rural and suburban communities.

Comprehensive Employment Training Act (CETA)

It is imperative that greater cooperation between vocational education and manpower training programs be established. The NACVE recently contracted for a study by the National League of Cities/U.S. Conference of Mayors, to look at the effect of the 5 percent set-aside for vocational education in the CETA legislation. The conclusion of the report on this study, "The Impact of CETA on Institutional Vocational Education," was that there has been little impact, to date, in the 100 cities surveyed, due to poor communication, and lack of understanding between the groups. In order to get vocational educators and prime sponsors talking with one another, we sponsored two conferences in Washington and San Francisco, in cooperation with the National League of Cities/U.S. Conference of Mayors, and the National Association for Industry-Education Cooperation. The report of those conferences is now being written, and will be submitted to this Committee when completed. Again, we believe, the State Plan for vocational education can be an aid in fostering the kind of cooperation needed. We recommend that the State Plan address -- in detail -- efforts of coordination with CETA prime sponsors and state manpower councils, their successes and failures, and reasons therefor.

New Programs and Techniques

If vocational education is to meet fully its responsibilities in our Nation's current economic crisis, as outlined in NACVE's January 17, 1975, Policy Statement, it must be able to respond readily to contemporary needs. New legislation should encourage specifically the use of funds for development of accelerated courses, after-hours and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses. It should also encourage outreach programs to locate drop-outs and unemployed who need training and retraining. All of this must be done with full coordination of CETA to prevent duplication. Vocational programs, at both secondary and postsecondary levels, must have an open-door policy.

Sex Discrimination

Technical assistance should be provided by the U.S. Office of Education to State Directors of Vocational Education to eliminate sex stereotyping. The State Plan should explain in detail the affirmative action taken by the state to end sex discrimination in vocational schools and classrooms, and the result of such action. Sex discrimination in vocational education is the result of traditional societal patterns and pressures. Those patterns are now being challenged in our legislatures and our courts. While vocational educators are not solely responsible for those patterns, they do have the responsibility, as leaders in our communities, to take the lead in changing these patterns.

Career Education

The National Advisory Council on Vocational Education fully endorses the various efforts being made at the state and Federal levels toward implementing the concept called, "Career Education." We wish to reiterate, however, that Career Education and Vocational Education are not synonymous. We see career education as an all-encompassing concept, and vocational education as one of various equal component programs within that concept. Career education is the facilitator which will help bring about the integration and cooperation required for a more effective educational system. Career education is not a substitute for vocational education. Without strong vocational and technical skill training programs, the career education concept is meaningless. We recommend that separate authority and funding be maintained for career education, as provided in P.L. 93-380. All vocational education money should be spent on programs related to job training and development, insofar as possible.

Too often, the terms Career Education and Vocational Education have been used interchangeably, with much resulting confusion. One particularly important example of such confusion was the action taken by Congress last year in the FY 1975 appropriations bill. Funds for vocational education curriculum development were reduced from $4 million to $1 million, on the rationale that the Office of Education and the National Institute of Education were providing the needed support under other programs "such as career education." We stressed then, and would like to repeat again, that the curriculum development being done in the name of Career Education to date has been primarily concerned with orientation in the work ethic at the elementary and secondary levels. This does not meet the curriculum development requirements of Vocational Education, which deal with teaching specific job skills, especially in emerging new fields such as allied health professions and environmental technology.

Curriculum Development

We urge that strong emphasis be placed on curriculum development, and that authorizations be increased for this purpose. Part I was written into the 1968 Amendments because Congress realized we could not modernize vocational education without a strong curriculum development component. There are 5,000 new occupational skills being developed in this decade alone. Our schools must keep abreast with these changes. Perhaps the single greatest weakness in vocational education today is the lack of resources to keep curricula current with the rapid changes in the world of work. Vocational educators want to modernize their programs, but will not be able to meet this need unless we encourage curriculum development at both the national and state levels.

# # #

NACVE RECOMMENDATIONS
REGARDING PROPOSED VOCATIONAL EDUCATION LEGISLATION

1. It must be the policy of the United States to reclaim the skills and productivity of the American people.

2. The 1968 Vocational Education Act should be extended.

3. Tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential, but should be done within state planning requirements.

4. The importance of the State Plan as a planning mechanism should be reemphasized. It should be a five-year plan, with annual reports on progress.

5. Two or three-year forward funding of vocational education should be instituted if there has been solid long-range planning and a needs assessment has been conducted.

6. Evaluation must take place at the Federal level through the Office of Education, at the state level through the State Board (self-evaluation), and by the SACVE.

7. Funding to SACVE's specifically for evaluation should be increased.

8. NCES should be directed to develop a common set of definitions and a common data system for reporting all federally-funded programs.

9. No more than 30 percent of Federal funds should be used for maintenance of effort without justification in the State Plan. The U.S. Commissioner of Education should be the final arbiter with power to require amendment to the State Plan to correct any imbalance.

10. Greater review and evaluation of expenditure of Federal funds should be conducted by OE at the Washington office.

11. Part B of Title X of P.L. 92-318 should be incorporated into the Vocational Education Act, and should require that postsecondary vocational education programs, whether in area vocational schools, community or junior colleges, four-year institutions, or adult program facilities, be part of the State Plan.

12. To the degree that Title X funds are used for the infusion of occupational education into elementary and secondary schools on an equal footing with academic education, the programs should be described in the State Plan.

13. The distribution of funds between secondary and postsecondary education should be decided at the state level, with the provisions for such distribution set forth in the State Plan. Federal legislation should, however, provide that at least 25 percent be reserved for each program.

14. The sole state agency method of distributing funds for planning should be retained, and funds distributed on the basis of purpose rather than grade levels or institutional structure.

15. Set-asides for the disadvantaged and handicapped should be retained at least at the current level and require state matching.

16. Any vocational education funds for counseling should be used specifically for training of counselors in areas related to vocational education and job opportunities, rather than general counseling programs.

17. Job placement and counseling must be an integral part of vocational education.

18. A special program of crash funding is needed for vocational education to urban areas without reduction of funds to rural and suburban communities.

19. The State Plan should arress in detail effort of coordination between CETA and vocational education.

20. The use of funds should be encouraged for development of accelerated courses, after-hour and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses.

21. Technical assistance should be provided by the Office of Education to the State Directors of Vocational Education to eliminate sex stereotyping.

22. Separate authority and funding should be maintained for career education, as provided in P.L. 90-380.

23. Increased authorization should be provided for curriculum development.

(End of Recommendations)

April 11, 1975

STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

EVALUATION REPORTS

1974

Overview and Summary Statements

Compiled by

The National Advisory Council on Vocational Education

April 1975

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION ANNUAL REPORTS

OVERVIEW

The 1974 GAO Report, "What is the Role of Federal Assistance in Vocational Education?" focused on a variety of critical issues facing American vocational education through in-depth studies of seven states (Ohio, California, Kentucky, Minnesota, Pennsylvania, Texas, and Washington). Because there has been no state-by-state breakdown of the applicability of the Report's findings, its national relevance has been the subject of frequent controversy.

The National Advisory Council on Vocational Education annually compiles the reports submitted by each State Advisory Council on Vocational Education into a meaningful synthesis of needs and recommendations in vocational education for transmittal to the U.S. Commissioner of Education. Using the spectrum of crucial issues as presented by each State, we can then conceptualize a more detailed national overview in relation to the general criticism brought out in the GAO Report.

The individual State summaries provide synopses of the status of vocational education as evaluated by each State Advisory Council. While criticisms and commendations vary from state to state, the SACVE evaluations focus on several broad problematic areas. The headings listed below correspond directly to those outlined in the GAO Report. Yet this state-by-state assessment provides an additional and more detailed perspective of the critical problems and how they are being approached.

FUNDING:

The funding issue is of concern to all States and problem areas are diverse. Generally, State and local funding exceeds the level of Federal funding. But, as many states point out, increases at the State and local levels are directly attributable to increases at the Federal level. Many State Advisory Councils assess the allocation of funds as the barometer for measuring the extent to which the State Plan is viable. For example, New Hampshire specifically relates the weaknesses and failings of the State Plan to a lack of planning and implementation funds. Pennsylvania attributes problems experienced by local districts in obtaining funds to a communications breakdown between State and local levels.

The need for funding accountability has been established by several states. Louisiana requests that a cost breakdown by objectives be included in the State Plan. Maryland recommends that the allocation of funds be reviewed to make sure they reflect State Plan priorities. Similarly, Indiana has suggested that a formula for the distribution of funds be based on measurable productivity.

The need for more funds to ensure better planning, programming, and delivery of services is universal. Although the SACVE's are capable of identifying weaknesses in statewide vocational education, additional monies must be supplemented at all levels in order to implement recommendations. Criticisms in this area are directed, not only to Federal level funding, but also to state legislatures and to local education agencies for reviews and restructuring of funding procedures, to ensure a statewide program of vocational education which reflects the needs of the population.

DISADVANTAGED AND HANDICAPPED:

Set-aside funds were legislated with the intent of ensuring the establishment of programs to serve these special needs groups in every State. While several states have noted an increase in enrollments and program availability, the over-all picture is that the disadvantaged and handicapped are not adequately being served.

Shortcomings in this area are identified at many levels. In many states unmatched Federal funds are the sole source of these programs. Massachusetts has specifically called for a mandatory use of set-asides, and the need for increased funding. An inability to identify the populations and assess their needs has been noticed. Existing programs reflect a lack of priority as well as other weaknesses. Delaware, for example, urges the establishing of a State Plan for the Handicapped as a priority in itself. Delaware also recognizes a problem common to many states: the need for an operational definition to identify the disadvantaged population before their needs can be served. No information describing program needs for the disadvantaged and handicapped is available in California.

To increase and strengthen relevance of these programs, Pennsylvania has suggested that the handicapped and disadvantaged be used as resource consultants in setting up programs which presently do not provide an atmosphere for real work. Missouri points out the need for individualized programming and more prescriptive teaching.

In several states, a dichotomy exists between services provided for disadvantaged and handicapped populations with progress being slower for the handicapped. Nevada, New York, and Texas all point out greater deficiencies in programs and services provided to the handicapped.

The picture is not totally bleak, however. Several states report encouraging enrollments and results. Idaho, for example, reports that worthwhile programs are implemented and target groups are identified. Kansas maintains job placement and specialized programs for the handicapped.

STATE PLAN:

Criticism of the State Plan is extensive. The Plan as a viable instrument for setting forth goals and objectives which meet the needs of the people served is very much in question.

At the forefront of these concerns is the conviction that the State Plan should be a planning tool, rather than a compliance document.

Louisiana goes even further in suggesting that the Plan should be a document for delivering and administering a system throughout the State. Delaware supplements this with a concept of the State Plan as a contract for services, and not a compliance document.

Lack of information, such as demographic distribution of students, manpower needs, and job opportunities, is identified as a major hindrance in developing a meaningful Plan. Many states are distressed over the lack of guidelines and procedures for implementing goals and priorities and, in many instances, the lack of statewide priorities at all. Virginia particularly points out the gap bewteen the formulation of goals and their implementation in the classroom. Various recommendations have been submitted to solve this problem. Kansas is developing a management-by-objectives system for its State Plan. Kentucky has established a five-year plan. Massachusetts has instituted an approach to comprehensive planning through regional meetings, in an attempt to reconcile the lack of a planning system.

The absence of needs assessment as an integral part of the State Plan is a violation of the statute, and is of concern to several states. The Connecticut Council submitted a resolution with its critical approval of the Plan calling for the U.S. Commissioner of Education not to approve the State Plan because it was in violation of the law in several areas. The plan was, nevertheless, approved. Minnesota also pointed out the failure of the State Plan to incorporate needs assessment and, therefore, not be in fulfillment of the law.

The SACVE's have expressed the need for revision of Office of Education guidelines for State Plans and the need for enforcement of the law at the national level to ensure that State Plans become what they were legislated to do: to establish goals and priorities reflective of the needs of the people and the manpower requirements of the State. Implicit to this mandate is the efficient implementation of a workable Plan.

DATA:

The need for a comprehensive data system is addressed by all states. The deficient areas of manpower information, a follow-up system, and general availability of current data, must all be increased and integrated for effective planning and implementation of programs.

Some states are trying to work out these problems through the development of statewide management information systems. Some states are receiving supplemental data from the State Department of Employment Security. This is helpful, but it is not by any means a solution to the information gap caused by the data problems.

Across the board, the data problem is crucial to the future of effective vocational education. Local manpower needs, employment prospects, and conversion of Department of Labor Codes into Office of Education Codes are necessary to provide the proper tools for planning and maintenance of programs.

RESOURCE UTILIZATION:

The effective utilization of existing facilities is recognized by many states as essential to sound planning of vocational education programs. Proper management of these resources eliminates waste, program duplication, and overlap.

Several states have recommended means by which to ensure this type of management. Connecticut recommends a public hearing and resource study be required for each newly proposed facility, Minnesota has recommended that the State Plan include a description of resource allocation. Louisiana recognizes the need to establish a continuing system to determine facility utilization.

Effective programming is basic to efficient use of resources. Recommendations include an increased use of summer programs, flexible scheduling, night occupational training, mobile units, and utilization of facilities of parochial and proprietary schools.

The consensus among the states is that a comprehensive effort must be made for coordination to guard against unjustified new programs and facilities. Many states envision close cooperation with CETA Boards as a means by which to incorporate manpower and vocational education efforts for maximum utilization of combined resouces.

RELATING TRAINING TO MANPOWER DEVELOPMENT AND EMPLOYMENT:

Placement services are needed as an integral part of all vocational schools. Presently, secondary schools provide little, if any, placement assistance for students. Frequently, a secondary student will be placed in a job as a result of an individual instructor, or on the job contact made through cooperative education experience. Postsecondary schools, however, offer much more formalized placement services since many postsecondary schools see their primary obligation to be student placement

An increased effort is underway to establish more formal liaisons between vocational education and business and industry. New York, for example, has created positions for six industry-education coordinators. Missouri has recommended that a position be created for an individual to promote new industry and establish new programs based on these emerging employment opportunities.

While states are identifying a need to coordinate vocational education with the training needs of business and industry, the data problem precludes an immediate solution. Meeting labor's needs through planned curricula and programming based upon employment opportunity can only be accomplished with adequate input from comprehensive data systems.

OCCUPATIONAL GUIDANCE:

The need for a reorientation of guidance and counseling personnel has generally been recognized. States acknowledge that a primary area for concentration is in revising programs and criteria for certification at the colleges and universities which train guidance counselors. For those already out in the field, many states have conducted in-service workshops and conferences in an attempt to upgrade the vocational knowledge of these professionals.

Other concepts have been introduced for reorienting guidance counselors to the world of work. Area career guidance centers have been established in California. Florida has introduced the "occupational specialist" program, whereby an individual of age 20 years or older, having been gainfully employed for at least 24 months, and capable of relating to young people, is used in a counseling capacity.

Across the country, the states are addressing this great need to infuse the traditionally academically-oriented guidance profession with a familiarity with vocational education, and a capability to introduce students to those career goals so often overlooked in favor of academic priorities.

ARTICULATION AND COORDINATION:

Emphasis has been placed in two general areas: articulation between postsecondary and secondary, and coordination among agencies. Improved articulation will facilitate planning and aid in the efforts to eliminate program duplication. Articulation will also enable long-range planning to best serve the needs of communities.

Coordination is needed between manpower and education agencies, as well as those agencies involved in financing and administering vocational education. The conservation of resources for efficient planning is dependent upon a cooperative effort to assimilate the common goals of vocational education and related agencies, such as CETA Boards and 1202 Commissions. Several states have designated a State Coordinating Commission to oversee these efforts.

LOCAL ADVISORY GROUPS:

Local advisory groups of experienced trade people from various sectors of the manpower community have been effectively organized. These groups, which are involved in curriculum and program review in area vocational schools, provide important input regarding the needs of industry, business, and employment standards within the community.

Local advisory groups have been evaluated as generally successful, with potential for having even more value in vocational education planning and program development. In order to facilitate the more effective operation of these groups, several state councils (for example, New York and Pennsylvania) have established dialogue with them through organized conferences. Some states have recommended the development of a manual and other instructive guidelines so that local advisory groups can develop their potential as integral parts of vocational education more fully.

PROGRAM:

A consensus that flexible programming will provide more services and training opportunities is prevelant among the states. An open-entry-open-exit policy, especially at the postsecondary level, has been frequently suggested.

Recommendations for program reevaluation focus on several areas. Curricula need to be broadened and improved. Efforts are underway to integrate vocational education and academic education. Georgia, for example, has urged that students be required to take at least one Carnegie unit of vocational education prior to graduation. Standardization of programs and courses is of concern, so that students might have the flexibility of transferring credits from postsecondary schools to all institutions of higher learning.

Many states have conducted studies to ascertain the relative value of programs, what populations specific programs are reaching, and what areas of potential employment opportunity are deficient in program development. As the data from these studies are incorporated into vocational education planning, programs reflect a greater ability to serve community and student needs.

April 4, 1975

ALABAMA

The Council noted that the evaluation of the State Plan's goals and objectives is dependent upon the availability of current demographic information about students and current manpower demand and supply information. This type of data is not readily available. There has been some degree of improvement in manpower demand and supply information but there is little evidence to ascertain its significance in establishing goals at either the state or local level. Student population and financial resources available are the primary bases for vocational education objectives.

This year's Council recommendations included the following:

> The State Board of Education should establish a procedure for funding new instructional programs in the technical colleges and institutes separate and apart from the current funding allocation formula for the maintenance and operation of existing instructional programs.
>
> The State Legislature should provide capital outlay matching funds to local boards of education for renovating and equipping idle school facilities not currently being used for vocational education purposes.
>
> The State Legislature should provide the State Board of Education with a special appropriation for funding workshops in vocational counseling for employed school guidance counselors.
>
> All local boards of education should assume the responsibility for establishing adult vocational education programs to train, retrain and upgrade the state's work force.
>
> Local boards of education should assign at least one professional person to full-time duty as a vocational counseling and placement coordinator.

In regard to the extent to which education institutions assisted in job placement for graduates, the Council observed that

> ". . . surveys usually indicate that approximately 12% of the vocational students returning questionnaires receive their first job through school placement activities. A survey of high schools in 1973 revealed that of the 65% returning questionnaires, only 16% were conducting any type job placement services for recent graduates."

ALASKA

Believing it was necessary to search for the common elements of an effective guidance and counseling program, and to implement changes that will better assist students in making valid educational and occupational choices, the Alaska State Advisory Council completed an extensive study of guidance and counseling programs in selected secondary schools. The study was an empirical investigation of attitudes and expectations of parents, students, and teachers concerning guidance and counseling activities. Individual questionnaires were developed for each respondent group, and distributed with stamped, self-addressed return envelopes.

The data collected in the study show that both students and parents are dissatisfied with the guidance and counseling programs available in the selected schools. While urban youth tend to have a more positive attitude toward the counseling programs, both parents and students believe the programs lack sufficient career and vocational guidance components.

Parents' responses indicate a belief that local community resources are not adequately utilized in the guidance and counseling programs. The Council recommends that community resources useful in the career and vocational decision-making process should be made an integral part of the schools' instructional and guidance program. The Council also believes that, since a high percentage of the students are employed part-time, efforts should be made to integrate this work experience into the students' high school activities.

The study revealed that disadvantaged youth have significantly lower level aspirations than youth not so classified. The Council believes that this factor must be taken into consideration in the development of guidance programs for these youth.

Among the Council's recommendations for the improvement of the guidance and counseling programs are the following:

* Classroom instructional activities and guidance and counseling programs should be integrated into a comprehensive approach to career exploration and the decision-making process.

* School policies and graduation requirements should be examined in the light of students' vocational needs.

* Guidance and counseling programs should make specific plans to integrate the students' parents in career and vocational development activities and the decision-making process.

ARIZONA

The Arizona State Advisory Board's Annual Report included a great deal of statistical information regarding enrollment breakdowns, rates of increase in enrollment, financial support, and attendance averages. This data was presented in charts falling under the following headings:

State Vocational Enrollment Totals By Service Areas
Secondary Vocational Enrollment Totals By Service Areas
Post Secondary Vocational Enrollment Totals By Service Areas
Adult Vocational Enrollment Totals By Service Area
Average Daily High School Attendance
Secondary Enrollment (grades 9 through 12)) Rate of
Total Enrollment (Secondary, Post-Secondary, and Adult)) Increase
Financial Support: Federal, State, Local, Total
Financial Support for Vocational Education
Enrollment in Vocational Education

Arizona students who completed Vocational Education programs in 1972-73 were mailed a follow-up questionnaire administered by the Research Coordinating Unit of the Division of Vocational Education via local school districts. The responses to the survey indicated that 92% of the graduates were satisfied with their training; 94% indicated they would recommend their training program to others. Almost unanimously, former students asked for more on-the-job experience, more qualified teachers, more up-to-date equipment, materials and tools, more placement and more counseling.

Action taken on last year's State Advisory Board's recommendations included the following:

A request for a Department of Labor grant to develop an occupational information system that will assist in identifying need form a labor market standpoint.

The establishment of cooperative arrangements with the Department of Economic Security employment offices with the Special Needs Project at several vocational high schools and centers. Such arrangements are encouraged through the identification of the placement function in the entitlement project application.

Monitoring by the Division of Career and Vocational Education of all funded programs at least once annually. The Division also conducts program assessments by district personnel followed by a team assessment conducted by state staff.

This year's recommendations include:

Additional funds, both at the Federal and State levels should be made available to enable Vocational Education to meet the rising demands of students for programs and qualified teachers.

An additional public hearing with input from business, labor, government, school administrators, and students should be scheduled in the development of the State Plan.

Duplication of Vocational Education programs, facilities and personnel should be eliminated. Manpower programs that involve duplication of facilities, personnel, and programs should be phased out and the programs and students assimilated into the educational system. Perpetuation of unneeded or obsolete programs also should be avoided.

Schools should address themselves to placement in cooperation with the Department of Economic Security through local employment offices.

This year's Annual Report also addressed itself to an assessment of the use being made of C,D, and I funds. The problem of funding of low enrollment programs (class enrollment of under ten) was reviewed, as well as the effect limited funds are having on the number of qualified Vocational Education teachers.

The critical need for qualified counselors was met through two in-service workshops conducted on a year-long basis in 1974. The program involved 54 counselors and has the potential involvement of all teachers. A summer session was conducted by Arizona State University aimed at a program of visitation to business and industrial enterprises. The product of this program was a publication of occupational information related to the employment situations observed.

A final section of the report reflected the Fiscal Year Statistics for Private-Proprietary Institutions. Annual inspections and reports by the Arizona State Board of Private Technical and Business Schools indicated, in general, a substantial increase in enrollments and job placement.

ARKANSAS

The Arkansas State Advisory Council discusses quite candidly its grave concerns with the shortcomings within the state's educational system. This year's annual report points out that more than 45% of the students entering the first grade in the fall on 1961 failed to graduate 12 years later.

The Council cites the educational system for lagging behind technological advances and failing to adapt to changing economic and social conditions. The system is developing two groups of unemployables--"the dropouts" who have too little education and training for most of the jobs in the economy and the "educated unemployed" whose knowledge and skills do not meet today's job requirements. Only 9% of Arkansas' employed work force had four or more years of college in 1970 and 34% of this total were teachers.

Stressing accountability, the Council recommends the need for more comprehensive high schools. The following problems are pointed out:

> The designed capacity of most State area vocational schools limit the number of people who can attend and limits participation by secondary students. This also inhibits their ability to provide a significant number of occupational training options.
>
> A lack of occupational instruction at night at most schools precludes involvement by many people needing such training.

Counseling services are also evaluated as problematic. Most students are not given adequate occupational information and career guidance. Most counselors are academically oriented and continue to emphasize college preparation without understanding the relationship between vocational and academic education. Furthermore, counseling inadequacies also lie with teachers who do not relate their individual discipline to its application or usefulness to students after they graduate from school. It was also found that, while students are receptive to participation in vocational programs, they know very little about programs that are, or could be of such importance to them.

In evaluating the need for responsive planning, the Council made the following recommendations:

> The State Board set aside sufficient funds to initiate a plan for vocational education which is based on the needs of all citizens. This plan should concentrate on developing and/or making necessary changes in the system to guarantee every child an opportunity to participate in a program of his choice. This choice should be the student's--not by default that of the system.
>
> The State Board request the State Board of Higher Education to direct the Department of Higher Education to work with the State Department of Education to develop a plan for a revitalized educational system beginning in kindergarten and extending throughout the educational system. This plan should be based on the educational needs of the people, demographic characteristics and labor market demands.

CALIFORNIA

The California Advisory Council's Fifth Annual Report begins with a comprehensive overview and description of vocational education in the state. A brief description of many programs, innovations, and other services in areas such as Communications and Media, Career Centers, Individualized Instruction, Cooperative Work Experience Education, Counseling and Guidance Services, and many others reflect the diversity of the State's vocational education programs.

Council "Comments and Observations" focus[illegible] the provisions of the State's Education Code 7504 which suggests that [illegible] Californians should have equal educational opportunities to gain employability skills whenever they need them. The Code guarantees ". . . that every student leaving school shall have the opportunity to be prepared to enter the world of work; that every student who graduates from any state-supported educational institution should have sufficient marketable skills for legitimate remunerative employment."

The Council especially notes that there are presently no statewide goals and priorities concerning education and training for employment and that the California State Plan for Vocational Education does not contain representative statewide priorities, goals and objectives. Through its concern for establishing priorities based on employability, the Council urges state agencies to develop and integrate more viable goals such as those:

Which reflect the training and placement needs of all individuals who are or will be seeking a gainful employment in a field of their choosing.

Which provide standards for quality of instruction in vocational education and implement the provisions of Education Code Section 7504.

Which reflect an ever-changing set of statewide priorities, goals and objectives.

The Council has continuously supported all efforts to provide students with full awareness of, orientation to, and preparation for future careers. The Annual Report reaffirms the Council's beliefs that Career Education should incorporate the following:

A lifetime guarantee that all persons have an opportunity to understand and prepare for careers through the lifelong learning process.

A total educational responsibility that requires cooperation among practitioners in all disciplines and subject areas.

A high degree of communication and articulation among educational institutions with ample provisions made in this process for flexibility focusing on individual needs.

Total community involvement with business and labor.

Career Guidance.

Two independent evaluations of area vocational planning were conducted in 1973 by the Advisory Council and by the Legislative Analyst, State of California. Analyses and responses to both of these reports by the state vocational staff are included in the Annual Report. The staff's overall assessment of these reports concluded that:

> Neither report addresses the basic issue of whether there is a real need for mandated planning.
>
> Unnecessary duplication exists, yet no evidence is provided in either report to document the charge.

Recommendations based on staff evaluations are included.

COLORADO

The Colorado Council focused its activities this year on reviewing Vocational Guidance and Counseling, facilities utilization and school shop safety.

A number of meetings were held concerning the quality of Vocational counseling. Through the involvement of school administrators, guidance and job development specialists, counselors, and others a position paper was prepared and submitted by the Council as an interim report to the State Board for Community Colleges and Occupational Education. Included in the Council's recommendations were:

> Competencies in Vocational-Technical Education and Career Education of currently employed counselors should be upgraded by the State Board of Education through recertification requirements involving in-service education, cooperative programs with business/industry/labor and work experience.
>
> Counseling roles should be defined in such a way that the full impact of the services are directed to guidance, counseling and placement activities.
>
> Business/industry/labor should be encouraged to participate in guidance programs by providing career information and job opportunity information, part-time employment for counselors and work-study for students.

The Council urged educational agencies involved to continue the practice of maximum utilization of facilities. Full utilization of secondary and post secondary facilities were evaluated as most beneficial to students.

In stressing its concern with safety standards, the Council recommended the coordination of involved agencies to develop information, training and action programs to insure compliance and maintenance of all safety standards.

CONNECTICUT

Based on findings presented in this year's report, the Connecticut State Advisory Council asserts that the Department of Education has been critically lacking in its implementation of the provisions of the Vocational Education Amendments of 1968. The Department lacks an administrative and managerial system essential to the delivery of vocational education in the manner intended by P.O. 90-576. The data essential to planning is unavailable or inadequate because of lack of a modern computer-based information system A lack of input makes ongoing assessment of manpower needs impossible. There is no systematic planning on either a short-term or long-term basis providing for the targeting of federal funds to geographical areas, institutions or to persons in greatest need. The Council concludes that the Department lacks an articulated policy with a clear sense of direction.

The Council bases its serious criticisms of the State Plan and the Department of Education in part on the following findings:

> The Department is wanting in its planning capability basic to providing needed services to a major segment of Connecticut citizens.
>
> A systematic assessment both of long-term manpower needs, based on projected job opportunities, and of present job opportunities is generally missing. The assessment that is done is based on faulty reporting and incomplete information, which fails to take into account availability of trained labor and manpower needs.
>
> Funds have not been used in a manner that will most efficiently deliver high quality vocational education programs to an increasing number of participants in accordance with the intent of Congress.
>
> Federal funds, designated by law for the support of vocational education programs, are transferred to the state's general fund, in violation of federal statutes and regulations, state statutes and the State Plan. For Fiscal Year 1974, $460,000 was thus transferred.
>
> The Department has failed to give high priority to programs for the disadvantaged and handicapped, as provided by law and as pointed out by the Council in the 1972 report.

A major portion of this year's report is devoted to a commentary on the status of the State Plan which was submitted to the U.S. Office of Education. In its critical certification of the Plan, the Council included the following statement:

> ". . . the document which is now being submitted to the U.S. Office of Education is not the version approved by the State Board. The Council observed changes from the State Board-approved document which raises considerable concern. . ."

Among the changes incorporated into a revised plan submitted to the U.S. Office of Education and not approved by the Council were:

--the diversion of money that resulted in cutting from 5/7 to 3/7 the funds that had been allocated for the support of programs for the disadvantaged and handicapped.

--$100,000 in carry-over funds originally allocated for industrial arts and LEA programs was eliminated from their support. Yet $95,000, for equipment for 8 state-operated vocational technical schools, serving less than 5 percent of the secondary school age range of the people in the state and appearing to violate the Federal statutes in their entrance requirements which restrict handicapped and disadvantaged, was allocated.

The Council requested that the U.S. Commissioner of Education, in view of these and other apparent violations of federal statutes, not approve the plan. Nevertheless, the plan was approved.

Among the recommendations based on Council findings and evaluations are included:

That the Department of Vocational Education institute an administrative management and planning system that will assure that federal funds are directed to priority needs and programs--both as to geographic and community and personal needs.

Manpower data be developed in a form usable for short- and long-term vocational education planning and for evaluation so that sound effective programs can be developed that will meet those needs.

Measurements and controls for the allocation of federal funds be instituted that are in accord with acceptable accounting procedures.

When a new program or facility is being contemplated, a full public hearing shall be held and a resources study developed to determine existing resources both in the private and public sector that could be utilized, thus conserving scarce capital and operation resources.

DELAWARE

The State Advisory Council interprets the Delaware State Plan as a contract between the State and the federal government. Included in this contract are other state agencies as well as the Department of Public Instruction. From this interpretation comes the following recommendation:

> That the State Plan for Vocational Education be considered a contract by those responsible for its content and implementation in the State rather than a compliance document with the federal government.

A major concern of the Council is that vocational education address itself to the needs of the economy and working environment of the nation and the state. Priority attention should be given to Vocational Education for the Consumer by providing the leadership in showing the consumer how to produce and preserve more of our resources. Included in its suggested objectives are:

> The vocational Home Economists can provide the instruction that will enable consumers to provide time utility to food by preserving it from time of plenty to time of scarcity.
>
> The vocational Trade and Industrial educators can provide training in the construction, maintenance and repair of living quarters, appliances and transportation vehicles that could greatly reduce family expenditures.
>
> The vocational Business and Distributive educators can provide the training necessary to enable consumers to better invest their dollars, choose products more economically, sell products that they do not need to others who can use them and, in general, budget, spend and save more efficiently.

The Council stressed the need for articulation among the various agencies in order to conserve resources and realize the potential strength and productivity of joint effort and cooperation. The advent of CETA is cited as a unique opportunity for the community to assess its manpower resources and employment opportunities, design and implement programs and truly serve the people.

Included among this year's recommendations are:

> That all state agencies that may be identified as able to provide necessary services continue to give priority attention to the development of the occupational information system which has been proposed.
>
> That the Department of Public Instruction re-emphasize its priority upon the development of the State Plan for Vocational Education of the Handicapped by establishing a definitive but feasible time frame for its completion, and the creation of a supervisory position with the Vocational Education Division requiring expertise in industrial and vocational occupations with major expertise in the field of special education.

That the Governor, in his budget request, include the resources to provide one Career Guidance, Placement and Follow-Up Counselor for each 500 secondary students in the state and that the General Assembly enact the necessary legislation to implement the program.

DISTRICT OF COLUMBIA

At present the District of Columbia is involved in a five-year plan for the phasing out of full-time secondary vocational students, and increasing the number of part-time students. Concomitantly, development of centers around certain career clusters is being initiated for the teaching of immediate job-entry skills, and also as background for continued work at the postsecondary level. Career clusters will be built around communications and media, manufacturing and service, transportation and construction, health careers, hospitality and advanced business, office operations, and personal services. This process has already begun, notably with the Lemuel Penn Center, for communications and media, which appears to be an outstanding success.

The five-year plan is reflected in the State Plan, which in recent years has shown improvement, but there is room for a great deal more. The stated goals of the Plan will probably have less impact on vocational education than the foundations which are being laid in the career development programs.

Financial resources for the vocational education program come primarily from the District ($4,637, 632) with $1,736,332 being contributed by the Federal Government. These resources have funded good programs, but their efficacy could be increased by better coordination. A comprehensive plan which systematically integrates career development into public education at all levels is needed.

At present there is no mechanism for coordination of planning between the secondary, postsecondary, and adult levels. A survey of programs and a school-system-wide coordinated public information system are recommended.

Also needed is a comprehensive system for obtaining data on the labor market. There has been some attempt to secure such data. An analysis of the D.C. Metropolitan Job Bank by the Mayor's Manpower Planning Staff projected thirty of the highest demand occupations, and developed profiles of educational and experience requirements, starting salary levels, and whether employers are willing to train new employees. The Office of Career Development Programs is working with the D.C. Department of Manpower, the Bureau of Labor Statistics, and the staff of the Manpower Planning Council to obtain better data for manpower planning. Suggestions for improvement include a survey of employers in the area, and a closer working relationship with local suburban manpower planners.

In the area of programs for the disadvantaged, there are indications that efforts to reach all specifically enrolled in vocational education are successful; however, there are not enough remedial math and reading teachers. Programs for the handicapped place too little emphasis on vocational education, and the facilities are very old and limited.

Relation of training to employment has been reflected in several programs:

- Interdisciplinary Cooperative Education Program
- Cooperative Work-Study Programs
- Widening Horizons (a program funded by Title I and Department of Labor funds for 7th and 9th graders, which aims at exposure to the world of work)
- Development of the model Lemuel Penn Center for Communications and Media

These programs were developed with industry's input. The Interdisciplinary Cooperative Education Program placed 557 of its 675 participants at an average of $2.38 per hour. Further placements were made by the Career Counseling and Placement Unit, which provided counseling services through group sessions to all 9th graders, and placement services to senior high and Neighborhood Youth Corps students.

FLORIDA

"How much progress was made in planning for the job placement and follow-up services mandated by the 1973 Florida Legislature?" was an Item of Inquiry posed by the State Advisory Council in its evaluation. This legislation mandated the relationship between school placement and follow-up services by requiring that each district school board and community college establish and maintain job placement and follow-up services for all students graduating or leaving the public school system, including area vocational centers.

Progress in this area has included the development of guidelines for school districts requiring that each school board adopt a district-wide plan for provision of placement services. This plan was to be adopted prior to September 1, 1974 and a person in each district was to be identified who would be responsible for development, coordination, implementation and evaluation of the district's placement plan. Similarly, prior to September 1, 1975 a district-wide plan for follow-up is to be adopted and an individual identified to be responsible for corresponding duties relating to follow-up.

The Florida legislature also passed a law in 1970 allowing persons designated as occupational specialists to be used in counseling positions in a school district. The qualifications required to be an occupational specialist were to be:

-at least twenty years old
-have been gainfully employed at least 24 months as a full-time employee, or its equivalent in part-time employment
-to be able to relate to young people

Because of the success of this program as determined by several indepth evaluations, the Council makes the following recommendations:

The occupational specialist program should be continued and funding maintained.

The feasibility of expanding the occupational specialist program to the community college level should be studied.

The Department of Commerce and the Florida Department of Education began work in 1973-74 on a joint project the purpose of which is to design and implement a system to be called the Occupational Information Delivery System (OIDS). This system will provide both supply and demand data by industry for approximately 2,000 occupations in the state and the ten Department of Administration Planning Areas. While no data is presently available to vocational program planners, planning data on approximately 400 occupations is expected to be available early this year. The system will be annually updated to provide accurate data on labor force demand and training program supply.

This year's evaluation also noted that the close working relationship between the Division of Vocational Education, the Bureau of Exceptional Student Programs and the Division of Vocational Rehabilitation resulted in an expanded capacity to provide vocational training opportunities to handicapped persons.

GEORGIA

A series of conferences were conducted by the Council early in the year involving educators and administrators in vocational education. The purpose of these conferences was to provide a forum for participants to air their views and to summarize and interpret views and opinions regarding vocational education in Georgia. Conference discussions centered around the following topics:

Lack of Communication
Function of the State
Vocational and Academic Curriculum
Teacher Responsibilities
Teacher Training
Articulation of Secondary and Postsecondary Curriculum
The Role of the School Guidance Counselor

An Adult Programs Study was conducted to assess program effectiveness of Adult Education programs within the Area Vocational-Technical Schools. A special Adult Education Committee developed an information-gathering instrument to be administered in each of the twenty-five Area Vocational Technical Schools. Coordinators of Adult programs were asked a series of questions related to programming, students, instructional and support staff, and areas of special concern.

From this study, the Council has determined that the three program areas of greatest potential value to adult students and the local communities appear to be the extended day programs, the Consumer Education Community Service programs, and the off-campus industrial and Distributive Education programs. The areas of greatest administrative deficiency seem to be data collection, cooperative programming, and alternative funding sources.

The Report on Comprehensive and Non-Comprehensive High Schools was prepared under the supervision of a committee of the Council established to compare comprehensive high schools with schools designated to become comprehensive high schools in the future. The overall results of the on-site reviews conducted for this study demonstrated a significant advantage of comprehensive high schools over non-comprehensive high schools.

Recommendations resulting from these studies and other evaluations by the Council during the year include:

> That the State Board of Education should adopt a policy requiring all students to have at least one Carnegie Unit of occupational/vocational education as a requisite for graduation from high school.
>
> That the Board of Education should continue to assign a high priority to the use of capital outlay funds and financial support for staff development activities in the comprehensive high schools.
>
> That the State Board of Education should adopt standards for all vocational schools and hold local school systems accountable for educational programs and course instruction.

GUAM

One of the goals, as stated in the State Plan, was to adapt seven vocational programs for handicapped students. Only two programs were conducted in FY 74 because there was a lack of local matching funds and physical facilities. Another goal was to increase the number of disadvantaged youth served by vocational education programs. There was an increase in enrollments of 41 percent.

Coordination of training opportunities among agencies has not been attempted on a systematic basis, but since all vocational programs, including career education, are administered by the Division of Vocational Education, coordination among vocational educational agencies is relatively good. Efficiency could be improved if there were more coordination of space and program needs between the vocational division and special needs in academic high schools.

Data needs were served by:

* A 1973 Bureau of Labor Statistics survey of private and public employers to ascertain labor's projected needs and training level requirements for entry-level positions; and

* A Career Interest Survey of public secondary students.

The survey of employers needs further verification. The information provided is limited, and there have been no plans for keeping it current. Further, there has been no survey of recent graduates.

Many of the projected needs of the Department of Labor are not being met, and there are many areas of interest which are not being addressed by vocational programs. Some coordination between industry and training is provided by the coordinators of the vocational-technical school, who work very closely with various industries to secure training stations for their students. Vocational counseling remains inadequate, and although the Department of Labor has provided good support services for the placement of graduates, there is no formal placement program.

Among the recommendations made by the Council are the following:

* Special crafts committees be used to assist vocational administrators and teachers in preparation of relevant programs and curriculum;

* A comprehensive manpower study be completed to include manpower needs by classification and training and educational level;

- A facility study be completed for long-range planning at all levels of vocational education;

* Adequate records of placement and follow-up be maintained on those who complete a vocational education program.

HAWAII

Among the goals for the Master Plan for Vocational Education which focuses on the effectiveness of vocational education in Hawaii in meeting the needs of the people are:

> To provide quality vocational education to meet the vocational aspirations of the individual while being compatible with employment opportunities and the needs of a rapidly changing economy and new technologies.
>
> To accommodate all youth and adults who seek vocational education in order to become productive members of society or to upgrade their occupational competencies or to learn new skills.
>
> To provide administrative leadership, direction and coordination for the total vocational education effort in the State.
>
> To provide and maintain an effective system of management for vocational education in the State.
>
> To provide vocational skills and understanding necessary for entrance into postsecondary vocational education programs or to obtain employment at entry levels to the individual who requires special services.

Council recommendations were formulated based on these objectives. Included in these recommendations are:

> The State Board for Vocational Education should actively support increases in State funding for vocational education during the upcoming legislative session.
>
> The State Board for Vocational Education should re-examine the cooperative agreement between the State Director for Vocational Education and the College of Education to more effectively use federal funds for teacher training in vocational education.
>
> The State Board for Vocational Education, acting as the Board of Regents, should re-examine its policies relating to postsecondary vocational education programs and curriculum development to achieve greater flexibility and responsiveness to community needs.
>
> The State Board for Vocational Education should review the present administrative relationship between the Office of the State Director for Vocational Education and the Manpower Training Office in order to provide greater coordination between vocational training programs and a unified office for Statewide vocational education planning.

IDAHO

The Idaho State Advisory Council assesses several critical areas in vocational education as they serve the people and their needs. The Council notes a tremendous improvement in the availability of data, particularly pertaining to job opportunities and manpower needs, which has been made available from a variety of sources.

The implementation of worthwhile programs to meet the needs of the disadvantaged, adult, handicapped, and other population groups, is attributed to the State Board of Education.

In addition to steady growth in program offerings at the postsecondary level, most postsecondary programs have adopted the open-entry open-exit system whereby new enrollees are accepted a number of times during the year and leave when they attain the proficiency required to be a competent worker in the particular area of training.

This year's Council recommendations include:

That the State Board of Education seek legislative approval of an expanded vocational education budget with strong emphasis on career development.

That the State Board of Education request an emergency vocational training fund of $100,000 from the Idaho State Legislature.

The immediate initiation of a public information project using the mass media as a vehicle for improving the image of vocational-technical education.

An annual joint meeting between the State Board of Education and the Advisory Council to advance the commonality of interests for better vocational-technical education programs in Idaho.

The State Board of Education acted on the Council's recommendation of last year that efforts be continued in providing training for guidance personnel as it relates to youth and the world of work. Workshops and in-service training programs have been conducted for guidance personnel. A week-long summer workshop was help for all vocational teachers and guidance personnel.

ILLINOIS

The Illinois State Advisory Council commends the development of a clear, concise State Plan, by the State Board on Vocational Education. However, the Council believes the State Plan continues to be viewed as a compliance document to receive Federal dollars for reimbursement activities rather than as a comprehensive plan to meet vocational education needs. Recognizing that accurate data is necessary in order to develop a comprehensive plan, the Council urges the speedy implementation of the Total Manpower Planning System for Illinois now being tested in selected counties. The Council also recommends coordination and cooperation among the various State and Federal agencies involved in vocational education during the planning process. The Council recognizes that the number of Federal and State agencies which have a role in administration of vocational-technical education in Illinois makes coordination in planning exceedingly difficult, and urges that the administrative authority for vocational and technical education remain in a single State agency. The Advisory Council supports the State Board on Vocational Education as that agency.

While Federal funds expended for vocational education in Illinois have substantially increased in the last five years, State funds have remained static. The Council approves the expansion of programs for the disadvantaged and the handicapped made possible by increased Federal funds, but questions if Federal funds have been used to supplant State monies, rather than to supplement them. Vocational availability has increased greatly in recent years in Illinois, but the Council firmly believes that "availability of programs at all levels must be increased." The Council recommends the study of State funding formulae to ascertain their catalytic effect in program growth.

The Council is encouraged by the acceptance of job placement responsibilities by postsecondary institutions, and the distribution of the handbook, Development of Counselor Support Materials (A Handbook) at the secondary level. The Council believes, however, that both secondary and postsecondary schools should develop a strong total program of guidance, counseling, placement, and follow-up, and acceptance of more responsibility for those who complete less than graduate programs.

The Council supports the development of career education programs in Illinois schools, but notes that the primary funding responsibility has fallen upon the State Board of Vocational Education. The Council believes that the State Board should not have to carry the funding burden for career education from scarce vocational funds, and urges the utilization of separate funds for career education.

Among the Council's recommendations for the current year are:

- The State Board of Vocational Education seeks legislative approval of an increased State appropriation, based on a foundation level of support for projected vocational education needs.

- The State Board of Vocational Education should work with the Office of the Superintendent of Public Instruction to form a policy requiring all students at the secondary level to have at least one Carnegie Unit of vocational or technical education as a requisite for graduation.

- The State Board of Vocational Education should encourage the teacher training institutions to infuse the career education concept into all teacher and administrator preparation programs.

INDIANA

In addition to its regularly scheduled meetings, the State Advisory Council conducted hearings in six communities in order to provide the public with the opportunity to respond to Council recommendations and make suggestions and proposals on Vocational and Technical education.

This year's annual report also provides an overview of the state's secondary and postsecondary schools and programs. Some postsecondary programs of interest included:

Ball State University:

> "The Department of Counseling Psychology and Guidance Services received a grant from the Indiana State Board of Vocational Technical Education for a program to improve communications relative to career education. In working with counselor education programs, the following objectives were stressed: attitude change and awareness, knowledge and skills, utilization and application, consultant preparation."

Indiana Vocational Technical College;

> "Ivy Tech conducts training programs specifically tailored to meet the needs of individuals, business and industries , either by designing special programs for them or by cooperatively sponsoring the needed training activity."
>
> "In the area of Manpower programs funded through the Department of Labor IVTC has sponsored a 14-county Neighborhood Youth Corps project, a 4-county Operation Mainstream project, and MDTA Skill Center at South Bend, and is presently operating programs under the Comprehensive Employment Training Act (CETA)."

Included among this year's Council recommendations were:

That the State Board of Vocational Technical Education (SBVTE) provide coordination with training programs and needs of business, industry, and labor among local educationa agencies, possecondary institutions and proprietary schools.

That the SBVTE carefully review policies and procedures of institutions requesting funds to insure that the regulations for affirmative action are being met.

That the SBVTE provide coordination in long-range planning for facilities and services among state agencies and programs serving vocational education.

That the SBVTE promote and cooperate with other agencies for placement services for students when completing vocational training programs.

IOWA

Since 1973, the State of Iowa Advisory Council on Career Education has elected to focus on only one component of vocational and career education in its reports for any given year. For 1974 the Council chose to investigate and prepare its report on cooperative and work-study programs in secondary schools. A cooperative program utilizes alternating periods of employment and schooling on a part-time or full-time basis. Work-study programs are designed to provide students in financial need with assistance. In contrast to the cooperative programs, the in-school instruction in work-study programs is not necessarily related to job assignments.

The 1975 State Plan for career education incorporated the findings of an information system called the Career Education Need Information System (CENIS). Data on the labor market needs thus provided help in planning new sites for cooperative programs, and appropriate expansion of existing ones. A geographic priority area for a site is identified where there is incidence of high youth employment and dropout rates. The State Plan specifies that fifty percent of Part G funds for cooperative programs are to be used in priority areas.

At present, unemployment rates reported in the CENIS survey are ascertained through unemployment compensation claims [illegible] Council recommends that future estimates of unemployment be made [illegible] information data in the local offices of the Iowa State [illegible] Security Commission, as a more reliable projection formu[illegible] veloped on this basis.

A study was conducted by the Council to identify potenti[illegible] of cooperative programs. Decisions as to the ability of an area to support such a program were based on the area's employment potential and the size of the area's school. Cooperative programs are feasible for large school systems, and joint sponsorship of cooperative programs could be assumed by smaller adjacent systems. On this basis, the study identifies specific school systems which should be encouraged to implement cooperative programs. Since the Department of Public Instruction has projected expansion of cooperative programs, the Council recommends that it use their study in determining locales for the programs.

In regard to the financing of secondary programs, the Council found that the procedure for reimbursing secondary schools is obsolete. At present, instructor salary and travel expenses are reimbursed at 80 percent the first year, and reduced by 20 percent increments until the "average reimbursement" (approximately 20 percent) is reached. The philosophy appears to be to provide start-up incentives. On the other hand, reimbursements to postsecondary institutions are based on total program costs, which reflects a support, rather than incentive, concept. Since the institution several years ago of "controlled budgets" (a state-imposed limit on the number of dollars a local school may collect in state aid and from local property taxes), the incentive concept is out-of-date. The Council therefore recommends that reimbursement for secondary as well as postsecondary school cooperative programs be based on the support concept.

Council members made a number of field visits to the sites of cooperative programs and observed the following:

* Administrators show little knowledge or interest in employment opportunities or labor market needs. Few local schools utilize follow-up information on earlier graduates. The Council recommends that the State Board encourage, through technical assistance, planning at local levels, based on student and labor market needs.

* While general classroom instruction about such subjects as social security, job safety, unemployment compensation, etc., is excellent in many cases, too little emphasis is placed on theory for the actual skills being learned. The Council recommends that the Department of Consultants expand their assistance to the teacher-coordinators to improve the quality of specific instruction.

* Many school principals are unaware of the elements which are typical of a quality cooperative program. The Council recommends that the Department of Public Instruction inform the principals regarding these elements.

* Not all schools use a training agreement signed by the employer, student, school, and parent, in order to emphasize that the released time for the student from the school is for educational purposes. This practice should be universal.

* Only limited use is made of a training outline to identify the skills to be taught by the employer and the school. The Council recommends that teacher-coordinators be encouraged to develop such outlines cooperatively with the employers of each student, and that administrators hold the teacher-coordinators accountable for the development of these outlines.

In regard to the Work-Study program, although it is considered relatively successful, its continuation as a viable program is open to question. Students can make more money by working for a private employer. This, however, does not provide improved services to the local community. The Council recommends that Congress consider amending the law which limits earnings through work-study programs so that they are in line with prevailing minimum wages.

KANSAS

In evaluating the goals and objectives of the Division of Vocational Education, the Council pointed out the working relationship with manpower development within the state. Examples of this close relationship include:

> The manpower planning system, K-MUST (Kansas Manpower Utilization System for Training), includes the manpower input from other sources within the state.
>
> The K-MUST Advisory Committee includes representation from Economic Development, Vocational Rehabilitation, the Division of Research and Information of the Kansas State Employment Security Division, and the Bureau of Apprenticeship.
>
> A close relationship with industry is maintained through the Industrial Division of the State Chamber of Commerce. This group has an education committee which works with the Division of Vocational Education.

Included in the State Plan is a section entitled "Annual and Long Range Planning and Budgeting." The annual report contains the activities as set forth in this section of the State Plan with corresponding evaluations of the effectiveness of each activity by the Council. Among these activities and Council assessments are:

Activity:	Increase services in schools by providing in-service activities for counselors designed to gain an understanding of the young workers' occupations.
Evaluation:	Planning was started in the spring of 1974 to assist four districts to increase the placement services at the secondary level. Three of these four districts already have funded career education projects. Further in-service education and implementation of this activity will take place in FY 1975.
Activity:	Develop specialized vocational programs for the handicapped.
Evaluation:	Three specialized programs for handicapped students, involving work experience and coordination were implemented during FY 1974. One program at Leavenworth involved contracting with local businesses for training.

Included with this year's Council recommendations are responses to the Council by the State Board of Education. These responses incorporate the feasibility of implementing the proposed actions and also document what, if any, activity has been underway for the implementation of the proposed recommendations. Council recommendations include:

> That the State Board of Education investigate alternate ways of granting college credit for in-service workshops conducted by the State Department of Education.
>
> That the State Board of Education continue its support for a performance based teacher education program particularly in vocational education.

KENTUCKY

The Kentucky State Advisory Council specifically points out that the State Plan's goals, priorities and objectives are related to identified manpower needs, job opportunities, and the interests of groups to be served. The Council also noted that special attention had been given to the identification of persons with special needs, and that programs, services, and activities were designed to meet the needs of those who could not succeed in regular programs.

Of particular concern in this year's report, was the construction of vocational education facilities and the expansion of existing resources. There also exists a need for a comprehensive data system, presently under development, to provide the much needed data in areas such as manpower demand and supply, job opportunities, employer needs, student placement and follow-up information and other information vital to the planning effort.

This year's recommendations included:

That annual and five-year plans be improved and written in such a way as to give systematic and coordinated direction to Kentucky's vocational education programs in the future.

That an even greater effort be made this year in bringing the forces together to establish a comprehensive and relevant data base upon which to beuild a management information system.

That before vocational facilities are constructed in the future a closer examination of the utilization of present facilities be made and this information serve as the guide in determining the size, location, and program offerings in all proposed new facilities.

Programs serving the handicapped and disadvantaged showed significant growth and the effectiveness with which they are reaching the target population is reflected in the 61 percent increase of enrollment in special programs for FY 1974.

The enrollment in vocational education programs in Kentucky has shown a substantial increase from 1964 to 1974. The Council notes a particularly satisfying increase in enrollments of postsecondary programs and programs for the disadvantaged and handicapped. Tables reflecting statistical data for enrollments, expenditures teachers, and administrative personnel for this ten-year period are provided in the annual report.

The Council addressed particular commendations to activities and accomplishments in the following areas for the past year:

Regional Advisory Committees

Curriculum Development

Accreditation

Teacher Exchange

Cooperation with Higher Education

LOUISIANA

The State Advisory Council points out that the State Plan should be a document for determining and administering a system of implementation which should be extended to all aspects of the vocational programs within the state. This approach should incorporate enrollment, completions, placements, costs, teacher-student ratios and counselor-student ratios. According to the Council, objectives are lacking in some of these areas and such objectives should be made a formal part of the State Plan. The Council particularly stresses that the State Plan be a detailed comprehensive document which not only satisfies federal guidelines, but also serves as a more effective planning and control document for the initiation, expansion and retraction of particular programs or activities. Council comments on the 1974 Plan include:

> The planning process should focus on comprehensive evaluation and projection of programs.
>
> Data available to the Department of Education to use in state plan preparation frequently are not current, are inadequate or are incomplete.
>
> Educational goals or objectives are not adequately quantified to permit measurement or progress in achieving goals.

The Council made the following observations in assessing the extent to which student needs and employment opportunities are addressed in the state's vocational education programs:

--Distribution and marketing programs are lacking again in meeting projected needs.

--Health programs, sorely needed, should be given more important consideration.

--Office programs, along with agriculture are continuing to fill a greater share of the estimated job needs but less than half of the office program completers can be considered available as labor supply upon completion.

--There needs to be a comprehensive analysis of the local job market to ascertain more concise demand data.

The Council reports that the disadvantaged and handicapped are served at all levels. Criteria for identifying disadvantaged students are available to aid local school officials and vocational school directors. While there is substantial leeway in identifying disadvantaged students, in most cases applicability of more than one criteria is necessary for a student to be classified as disadvantaged. The Council stresses, however, that these criteria make no mention of delinquents nor are the inmantes at the state prisons and juvenile institutions being classed as disadvantaged.

The 1974 State Plan indicates that a very small proportion of the students enrolled in vocational education are handicapped. On the secondary level, the largest proportion of these students are enrolled in the trades and industry programs. Noting the exceptionally high figure of $1,288 in federal, state and local funds being spent for instructional materials and supplies per handicapped student served, the Council emphasizes the need for establishing some control over the use of vocational money for handicapped students either in the Bureau of Vocational Education or the Division of Special Education. Guidelines which have been recently drawn up may reduce some of these problems

Included among the Council's recommendations for FY 1975 are:

That the State Department of Education develop a continuing system providing determination of facilities utilization.

That the state provide an adequate number of vocational guidance counselors at the elementary, secondary and postsecondary levels.

That the State Department of Education provide for placement services and follow-up for all vocational technical schools.

That state plans for vocational education be comprehensive, clear and concise and include all vocational-technical programs operating in the state, whether federally reimbursable or not and whether publicly or privately financed. A plan should be the basis for evaluation accountability and control. Adequate staff at the Bureau of Vocational Education level must be provided to carry out this function.

MARYLAND

While recognizing that existing Federal requirements regarding the format of the State Plan are conducive to the widespread complaint that it is a "compliance" document rather than a management tool, the Council feels that the Division of Vocational-Technical Education should develop a planning document which is a sound management tool, incorporating necessary requirements necessary to satisfy Federal law. Along these lines, the Council identifies those areas which reflect the shortcomings of the State Plan as a management tool. Included among these areas are:

Employment Opportunities and Vocational Education Programs:

Specific problems encountered in reviewing data involved in vocational planning, current and projected manpower demand and supply include:

-- large, unexplained annual variations in projected demand and current employment

-- variance between projected vocational education system output as reflected in Table I of the State Plan, and

-- a lack of information on the output of trained manpower from industry and union training programs and proprietary vocational needs.

Population and Vocational Program Needs and Availability of Vocational Programs:

The only evident analysis of population needs and availability of vocational education is a statement that some 32,000 secondary students in general education programs will receive priority for the development of vocational programs. There are no further statements of priority among the population levels to be served and no reasonable means of determining the relationship between population needs, program availability, and manpower demand and proposed activities in Table 3 of the State Plan.

In evaluating the State Plan as an inadequate guide for the development and implementation of vocational programs, services and activities for Maryland's citizens, the Council attributes deficiencies to: inadequacies in the data base, lack of coherence, the absence of a demonstrated rational relationship between data on needs and proposed projects, failure to establish clear priorities, and a significant lack of accomplishment against stated objectives. Based on this assessment, the Council recommends:

* The State Board for Vocational Education should commit whatever resources are required to insure the development of a State Plan for Vocational-Technical Education which is an accurate portrayal of objectives and priorities.

Other Council recommendations for FY 1975 include:

- The State Board of Vocational Education should give high priority to the development, implementation, and reporting of occupational programs at the adult level, and undertake efforts to increase the rate of enrollment growth in programs at the secondary level.

- The State Board of Vocational Education should undertake a review of the formulae utilized to allocate Federal vocational funds to local education agencies to ensure that the allocations accurately reflect State Plan priorities.

MASSACHUSETTS

This year's annual report reflects a comprehensive overview of the status of vocational education within the state by focusing in detail on several broad areas.

The Council evaluated Alternative Delivery Systems in Occupational Education through a study of systems and programs in other states. This study resulted in significant findings, including the observation that program flexibility, related to substantial business/labor involvement in planning and low capital costs, correlated student interests, market demands (for jobs) and program offerings.

Evaluated as "Special Interest Areas" were issues concerning sex discrimination, urban occupational education, access to programs by minority groups, programs for the disadvantaged and handicapped, and the role of proprietary schools in the occupational delivery system. Based on its assessment of these areas, the Council recommended that:

> The Board of Education take affirmative action to provide female students with adequate access to occupational education across the state, by eliminating sex bias in occupational curricula and sex stereotyping.
>
> The Board of Education substantiates present facts and data about minority access to vocational education in Massachusetts by conducting a thorough assessment of the situation, including, but not limited to, analysis of enrollment data, geographical distribution of vocational schools and programs, and selection and recruitment procedures and practices.

Also included in this year's evaluation was a Council review of a selected number of exemplary, pilot and demonstration projects and programs throughout the state. From this review, the Council made the following recommendation:

> The Commissioner of Education gives a more critical review to new model and planning grants, using on-going evaluation of FY 75 programs as a basis of assessment, but giving priority to collaboration among schools and the community to deliver occupational education to students in response to their needs and interests; and
>
> That the Commissioner of Education ensure continued dissemination of information on exemplary and model programs to schools within Massachusetts, to encourage more extensive participation.

Through its survey of summer programs, the Council recommended the development of a separate program review section in the Division of

Occupational Education to establish summer programs as a part of an extended year programming cycle aimed at maximizing the use of vocational education resource facilities.

Council concern with the inadequacies of the State Plan resulted in the recommendations that:

> The Board of Education continue to give priority attention to developing a comprehensive planning process.
>
> The Commissioner of Education encourage the Division of Occupational Education to use the process of regional planning meetings to obtain meaningful inputs in the planning process.

MINNESOTA

The Minnesota Advisory Council's 1974 Evaluation Statement focuses on the broad problematic area of needs assessment. The Council has recommended and continues to urge the adoption of a needs assessment approach to planning in vocational education.

Included in the Evaluation Statement are the responses of the State Board to the Council's continued dissatisfaction with the lack of needs assessments incorporated in the State Plan. While the State Board agrees that information in the State Plan is inadequate for an accurate judgment in regard to goals and priorities, or to communicating the accomplishments of vocational-technical education services, the Board has offered the following rationale:

- "It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan. It is not our intent to make it a document of great length, as it is not a document for planning, but one that accurately and succinctly summarizes the goals and objectives for the current year as well as projected over the coming five years."

The Council asserts its dissatisfaction with this rationalization, based on a citation of PL 90-576, Section 123 (a) (4), which requires that the State Plan:

- ". . . describe the present projected vocational education needs of the State . . ." and ". . . set forth a program for vocational education objectives which affords satisfactory assurance to meeting the vocational education needs of the potential students in the State."

The Council acknowledges that violation of this aspect of the law is not unique to Minnesota, and attributes the lack of needs assessment in state plans across the country to a lack of enforcement on the part of the U.S. Office of Education.

The Council also accepts some of the fault in this area because it has submitted approval necessary for the acceptance of the State Plan each year despite its concern for a lack of needs assessment.

Recommendations submitted by the Council are presented over the two-year span, 1972 - 1974, reflecting the response of the State Board and inclusion into the following year's State Plan.

MISSISSIPPI

In its assessment of State goals and priorities, the Council analyzed and compared the circumstances as they existed in FY 1973, and concluded that vocational education presently relates most appropriately to other manpower developments in the state. Considered in this evaluation is the requirement of Cooperative Area Manpower Planning System (CAMPS) data as an integral part of the local plans for vocational education. The Council also observed that a greater emphasis is being placed on CAMPS as a result of improved communication and coordination between the division of vocational and technical education and the Governor's Office of Education and Training.

Manpower Development Training (MDT) as an integral part of vocational-technical education and adult training is evidenced by the actions of the 1973 state legislature which appropriated $2,000,000 to be utilized along with Federal monies in meeting the needs of the unemployed and underemployed. A struggle still exists, however, in operating sufficient programs with continuity due to problems of coordination between the division of vocational-technical education and CETA funds, which are controlled by other agencies.

Among the Council's recommendations for immediate consideration were:

- That counseling and vocational orientation be utilized as an inherent element in establishing criteria for screening, selecting, and enrolling students in vocational programs;
- That consideration be given to establishing a more formal liaison with business and industry in each community where comprehensive vocational offerings exist in order to obtain more positive feedback on employment availability, industrial trends, and follow-up on placement of students;
- That consideration be given to providing counseling services to adult evening students;
- That continuing efforts be maintained to articulate the vocational instruction between high school and junior college in those respective communities where both levels of instruction are offered;
- That consideration be given to taking an in-depth look at the dropout rate in all programs where the percentage rate is high and attempt to identify the reason or reasons why.

MISSOURI

Labor market evaluations and projections were the subject of several observations this year by the State Advisory Council. Representing over half the growth in industry projections for Missouri were medical and health-related industries. In 1973, electric and electronic equipment industries created the largest number of new jobs. Of the major occupational categories, the largest projected number of job openings in 1980 will be for clerical workers.

The Council expressed concern over the lack of priorities established in the State Plan for the new fiscal year. It was suggested that a written planning document establishing goals and objectives should be completed prior to the next report. In evaluating the comprehensiveness of the State Plan, the Council noted that the number one inferred priority is at the secondary level.

The need for consideration of other programs, such as those which are going on under CETA and the old MDTA, when approval is made of new and expanding programs, was pointed out. The Council felt that insufficient attention was being paid to the existing resources in proprietary schools' facilities and programs. Legislation regulating the expansion and development of programs based on evaluation of existing resources was recommended and promoted by the Council in the past.

Concern with the priorities set for the Missouri Occupational Training Information System (MOTIS) was addressed in this year's report. Because no supervisor is directly in charge of MOTIS, demands upon the system are not adequately met. Difficulties in administering the system cause the resultant data to appear invalid, unreliable, and available at a point in time which makes it difficult to use for evaluation and planning.

The Council emphasized the following recommendations which were made in preceding years, but which have not been totally accomplished and continue to be incorporated in the work program for the coming year:

- The State Board of Education and the Coordinating Board for Higher Education support mandatory licensure of proprietary schools.
- No additional area vocational schools be designated until MOTIS becomes functional and the proposed state-wide study of vocational education is completed.
- A new formula for the reimbursement of vocational programs, services, and activities be developed so that the non-uniform factors become more visible.

- The State Department of Elementary and Secondary Education develop a data collection system to tabulate the number of programs, the number of teachers, and the student enrollment in the career education programs in the State.

- The certification of all counselors in Missouri be based upon certain specified competencies rather than upon courses.

MONTANA

In its assessment of the state's goals and priorities, the Council found that the needs of many students were not being met due to a lack of programs available in some schools. An additional concern was that the timing in the printing and dissemination of the State Plan does not allow its distribution at the local level in sufficient time for incorporation into local planning.

The Council evaluated the availability of data for planning purposes as one of the most critical deficiencies in the State where efficient planning and management of the education resource is concerned. While progress is indicated in the preliminary results of the partl operational state student enrollment and follow-up system, projected manpower available from vocational education and all other sources is in need of further development for adequate educational planning purposes.

Job placement on the post-secondary level is satisfactory, according to former students from these schools. At the secondary level, however, job placement is conducted primarily by vocational education teachers in their contacts with local employers, and, to some degree, through the cooperative programs involving the students in on-the-job experiences before leaving school. Most of the placement activities at the secondary level remain centered around placement of students in post-secondary educational institutions.

Among the recommendations included in this year's annual report are:

* That the Board continue to develop a system accurately accounting for vocational education enrollments, allocation of funds, and student follow-up. This information is necessary for planning and evaluation purposes;

* That extensive review be made of the present procedure for funding vocational education in Montata;

* That the local schools address themselves to the placement of students in cooperation with those agencies available, especially the Montana Employment Service.

* That the Board of Public Education consider the comments and suggestions of the report, "Guidance and Counseling, A Call for Change?" from the January, 1974 Public Meeting on Vocational Education.

NEBRASKA

The State Advisory Council Annual Report focuses to a great degree on the need for establishing guidelines for the implementation of career education as the umbrella concept for educational systems in the state. Having designated career education as State Priority Number 1, the Council has called for coordination of guidance and counseling, preparation of teachers, and supervisory activities. It was also recommended that career education should receive incentive funding from State and Federal levels to encourage implementation at the local level. Additionally, the Council emphasizes the need for broadening the scope of teacher education agencies in the state in order to provide career education concepts and compentencies for all prospective teachers.

Noting the increase in enrollment, the Council urges that existing facilities in immediate areas be utilized most efficiently by vocational education planners.

This year's report also stresses the need for articulation within the levels of vocational education in order to avoid duplication of programs. Emphasizing the new perspective given to vocational education programming and planning by the CETA legislation, the Council makes the following recommendation:

* The State Board for Vocational Education and the Division of Vocational Education should move rapidly to assess the kinds of systematic vocational instruction required to meet the needs and specifications of the Comprehensive Employment and Training Act of 1973. There should be a maximum of communication between the State Board for Vocational Education and the three prime sponsors in Nebraska in order to articulate training programs to educational needs of people in CETA programs.

While enrollment gains have been significant in serving both the handicapped and the disadvantaged, the Council notes that many schools are still without programs for these groups. The Council suggests that local schools need state-level leadership and assistance in identifying and meeting the needs of these students.

The need for involvement of the local citizenry through Local Vocational Education Advisory Committees is established by the Council. In order to encourage the effectiveness of these committees, the Council recommends that the State Board of Vocational Education:

* Develop a procedural handbook which could be used by local schools and teacher education agencies for managing and directing local vocational advisory committees;

- Offer assistance in establishing and directing local advisory committee activity through visits by consultants from the Division of Vocational Education.

NEVADA

The Nevada Council for Manpower Training and Career Education had adopted in FY 1973 a systematic evaluation model for application, modification, and reapplication to its evaluations of the State's vocational education programs. This year's annual report reflects the first year of application of this model from which the Council attempted to derive certain baseline data. Incorporating this data, the following four objectives guided this year's evaluation:

* Determine the presence of desirable program features in the programs encountered.

* Estimate the influence of the State Department of Education, felt on the programs encountered.

* Check what effective action was taken on FY 1973 Council recommendations.

* Delineate areas for future study and action on the part of the Council as by-products of efforts to determine the first three.

According to the comprehensive study, the two weakest areas in the state's vocational education were provisions for the handicapped and follow-up services. While present programs were evaluated as poorly geared to accommodate the handicapped, the study reflected a great amount of honesty on the part of the schools in identifying problems and inadequacies in this area. In regard to the deficiencies in developing a follow-up system, the greatest hindrance was a lack of time. The report ascertains that a comprehensive follow-up system is necessary for future vocational planning, yet schools cannot assume the costs for administering such a system.

The study evaluated on a scale ranging from "Not at All" to "Very Effective" the following areas:

+ Facilities
+ Equipment
+ Objectives
+ Program
+ Staff Development
+ Guidance
+ Provisions for the Disadvantaged
+ Provisions for the Handicapped
+ Student Placement
+ Follow-up
+ Exploratory Program
+ Awareness Program
+ Cooperative Education
+ Coordination with Other Educational Agencies
+ Over-all Financing Effort
+ Program Evaluation

The following are recommendations which grew out of the 1974 Council evaluation:

* The State Department of Education (SDOE) should produce a plan of

action for remedying recognized deficiencies in provisions for the vocational education of the handicapped.

- In cooperation with the Advisory Council, the SDOE should actively encourage the creation and functioning of local advisory councils to help make vocational education more relevant and more effective.

- The SDOE should expand its assistance to the local school districts to increase their effectiveness in establishing and maintaining programs for counseling, guiding, and following up on vocational education students.

NEW HAMPSHIRE

The Council has evaluated the goals and priorities of the State Plan as basically valid in terms of students' needs and employment opportunities. The Plan does not, however, relate to manpower programs.

Data on manpower needs, job opportunities, and employer needs is available through the Department of Employment Security. Data is also gathered from other sources, such as the Allied Health Planning Council, as well as from surveys conducted on the secondary level, both by the State Department and local education agencies.

Good coordination of training opportunities is identified at the postsecondary level. There is a need for further coordination between secondary and postsecondary. Articulation between the secondary and postsecondary systems also needs improvement.

The Council notes that most institutions offer no formal placement services, although a real effort is made at these institutions to arrange employment interviews with local and state employers. Placement Reports from Postsecondary institutions indicate a high percentage of graduates were placed or obtained jobs in their fields of study or in related fields.

In its Overview, the Council acknowledges that the following are among the areas in vocational education in the state which warrant critical review:

* flexibility in programming
* costs per student
* graduate follow-ups
* attrition rates
* public relations
* course offerings in relation to employer needs
* placement
* efficient use of facilities

The Council decided that, since many of its past recommendations have not been achieved, it requests renewed consideration of previous recommendations. The Council also offers the following recommendation this year:

* That all vocational education in New Hampshire needs to be under a State Director of Vocational Education.

NEW JERSEY

The State Advisory Council 1974 Annual Report focuses on an investigation of the needs in four critical areas of vocational education. Recommendations are made in terms of long-range goals and short-range proposed actions.

In assessing the area of "Follow-up -- the Need for Program Relevance," the Council supports a long-range coordination of efforts to develop an effective follow-up system to be applied in a uniform way in order to result in data useful to program management, design, implementation, and effectiveness. Included in the Council's recommendations for short-range actions are:

* Follow-up should be systematized and regularly scheduled on the school's calendar as an annual activity. Surveys of former students and employers should be administered simultaneously.

* The follow-up system survey instrument should deal primarily with questions directed at the program of instruction, and what needs to be known. Otherwise the ultimate purpose of the follow-up study, to influence curriculum selection and course design, cannot be accomplished.

The concern with guidance and counseling, "Facing the Identity Crisis," projects the need for the development of counselor training and career education systems so that counseling and career development programs are available to every elementary pupil in the State, and continue to remain available to students throughout life. Recommendations for implementing such a program include:

* Group guidance activities should be incorporated as an integral part of the schools' curriculum in all schools.

* The Federal Government, state and municipal governments should provide funds for research and development of guidance and counseling programs and services.

* The Vocational Division of the Department of Education should explore via a pilot program, ways of using persons with appropriate real-life experiences as vocational and occupational guidance personnel.

County Career Education Coordinating Councils were established in every county in New Jersey in order to coordinate an approach to the development of vocational education. The State Advisory Council has determined that, in order for these County Councils to establish a firm role in the coordination of career education at the county level, membership should be expanded to include representation of non-educational local interest groups, such as government officials, economic development organizations, manpower planning groups, business and industry. In addition, financial and personnel assistance should be provided to these councils to enable them to develop the research capability necessary to accomplish the major goal of developing a comprehensive county plan.

The impact of Career Education on teacher education is addressed as the fourth critical area in the 1974 report. A council study discovered that within state teacher education institutions are nonexistent or fragmented and divergent directions within graduate and undergraduate teacher education programs as the program relates to Career Education. The Council also conducted a survey designed to gather data ascertaining current supply of vocational technical teachers, status of current teacher education programs, and determining future needs and relevance of teacher education programs to assure an adequate supply of vocational-technical teachers. Data from the survey revealed:

* There exists no systematic data collection reporting system to provide the necessary information for adequate planning of vocational teacher education programs. Data for determining teacher needs in specific subject areas was difficult to develop because there appeared to be no set pattern in arriving at vocational teacher needs within local school districts.

NEW MEXICO

The New Mexico State Advisory Council directs criticism at the need for stress in serving vocational education students and their needs. This direction must be the guiding force behind educational priorities, rather than allowing students to be characterized as by-products of the educational process. Recommendations have been developed to ensure that, as vocational education developes in New Mexico, students' needs will be better served. Among the categories under which these recommendations fall are:

Finance, Need for a Coordinated Effort:

Little or no coordination presently exists among those agencies involved in financing, administering, and delivering vocational education in the state. This has impeded maximum utilization of existing resources. To improve this situation, the Council recommends:

- That steps be initiated to coordinate the vocational education efforts of the Office of Manpower Administration, Office of Public School Finance, and the State Division of Vocational Education;

- That, to achieve such a coordinated effort, a single liaison officer, under the Office of the Governor or appropriate legislative committee, be appointed to carry out the details of coordinating vocational training for the State.

Vocational Education, Need for Articulation:

Little or no articulation exists between the levels of instruction in vocational education. Duplication of effort frequently exists between secondary and postsecondary training. The Council has established the important need for a comprehensive State curriculum structure to delineate the requirements of a vocational program at a given level of instruction. The Council offers the following recommendations to ensure that articulation is carried out at all levels of instruction:

- That a state curriculum structure be developed in order to minimize duplication among the various levels of instruction, and afford students a graduated advancement in technical training from one level to the next; and

- That a person, along with adequate supportive staff, be designated to initiate and articulate curriculum and provide technical support to the local educational agencies in order to implement it.

The Disadvantaged/Handicapped and Their Needs:

The Council commends the provision in the 1968 Amendments for set-aside funds for these special groups. The Council emphasizes, however, the need to provide for some measure of accountability by the school to ensure that set-asides are used in accordance with the intent of Congress. It is from its commitment to a responsibility to provide training to students with special needs that the Council makes the following recommendations:

- * That an effort be made to compile suitable data on the number of disadvantaged and handicapped that are being served through vocational education programs.
- * That, in concert with the mandate of the Federal law under which funds for vocational education are made available to New Mexico, the State endeavor to establish some account of funds being utilized specifically to encourage the disadvantaged and handicapped to obtain suitable vocational training.

NEW YORK

The New York State Advisory Council continues to assess the occupational education program in the state as progressive and reflective of the needs of the people. The Council particularly commends the State Plan, and gives it overwhelming support and appreciation for the quality of the document. The Plan was developed with input from the Council's State Plan Committee. As a result, the committee recommended, and the Council accepted, priorities established for career education, urban education, adult education, and improvement in the quality of instruction. Efforts to improve instructional quality will focus on strengthening curriculum development, personnel development, guidance, and evaluation. Emphasis will be placed on serving special needs groups, such as the handicapped, within each of the priority areas.

In certifying the 1974 State Plan, however, the Council pointed out several areas of concern, which included:

* That there is a lack of disadvantaged enrollees in the technical programs conducted by two-year public colleges outside of New York City;

* That the activity designed to strengthen the total occupational guidance and counseling and decision-making process at two-year public colleges makes it possible for a college or colleges to obtain follow-up information on persons who leave occupational education programs before completion;

* That the comprehensive study concerning competencies needed to teach occupational education subjects will provide useful data about competency-based certification.

During the year, the Council contracted with the Center for Vocational and Technical Education of the Ohio State University to complete a study of the vocational educational resources and needs for the educable mentally retarded in New York State. The study focused on three sample areas within the state, and included the following conclusion:

* Although the survey found little in the way of successful programs for the educable retarded, three settings were identified as laudable. These were characterized as having realistic training programs in real work settings, active job placement programs, and hard-working, concerned staffs.

* The most important basic educational components needed for these handicapped youngsters were skills in daily living and in communication.

- Too often teachers were not prepared for teaching these handicapped children. Because curriculum material is not readily available, occupational educational teaching materials are most frequently prepared by teachers themselves.

- There is evidence of considerable friction between special educators and occupational educators at the state and local levels.

The Council conducted a Local Advisory Council Conference which attracted 197 participants from all areas of occupational education. Commissioners, State Education Department specialists, local occupational education directors, advisory committee chairmen, and members, school board and other organization representatives, and administrators listened, assessed, discussed, and recommended. As a result of workshop sessions which generated individual input and person-to-person exchange of ideas, practical recommendations and suggestions materialized. Included among these were:

- Articulation: Set a formal communication system between parties in the articulation situation, utilize a spokesman for each component, hold joint seminars, and use student help when evaluating.

- Industry-Education Relations: Use local council to contact persons who can advance industry-education relations, encourage both school and business leaders to meet career and training needs of local residents, involve student occupational education clubs.

- Communications/Image: Use occupational education counselors in lower grades, offer exploratory programs in the junior high, give parents a chance to provide input to local advisory council, publicize success of students, use news media for image building, ask State to produce film documentaries.

Included in the Council's recommendations for this year are:

- Direct greater attention to, and develop appropriate occupational education services for, the handicapped.

- Encourage the Occupational Education Annual Report to display, separately, data regarding occupational education for urban areas.

- Develop a reporting system which accurately reflects the current status of adult occupational education needs.

- Establish a communications link between local councils and with State Council.

NORTH CAROLINA

The North Carolina State Advisory Council applauds the State Vocational Board's goals and objectives as outlined in the State Plan, and believes the Plan will move vocational education in North Carolina in the right direction. The Council believes, however, that the planning process could be improved. While recognizing the extraordinary effort to collect and analyze manpower data and to use it in projecting enrollment needs in vocational programs, the Council is concerned about the validity and reliability of the data. Moreover, there appears to be an insufficient utilization of labor market data, due to the lack of a policy outlining how data from each source will be used. The Council is also concerned that data dealing with student needs and aspirations have been given less emphasis.

The Council is encouraged by the increasing coordination of vocational programs among various agencies. However, the Council believes that further coordination in the planning process is necessary and recommends that the State Board develop a planning process which will demand the active involvement of all agencies which are involved in vocational education, including CETA, the State Employment Service, Vocational Rehabilitation Agency, and private institutions, where they exist.

The Council is especially concerned that programs for the disadvantaged and handicapped be sufficient to meet the need, and recommends the establishment of a task force to critically examine programs available to these groups.

While job placement is accepted as an institutional responsibility at the postsecondary level, the Council believes that secondary schools should make greater effort in this area. The Council believes that improved articulation of secondary and postsecondary vocational programs and increased public understanding of the training capabilities of vocation programs are important to the development of improved secondary school job placement programs.

The Council also urges that State support for pre-service and inservice education of vocational teachers be carefully examined.

Among the Council's recommendations for the current year are:

- That the State Board of Education require local boards of education to hold public hearings on local and multi-year plans before submitting them to the State Board;
- That the State Board of Education develop an appropriate mechanism for assuring that exemplary projects grow out

of research findings;

- That efforts be continued to provide staff development for guidance personnel;
- That the State Department of Public Instruction increase its efforts in maximizing availability and accessibility of programs to individual students.

NORTH DAKOTA

In evaluating the validity of goals and priorities of the State Plan in terms of student needs and employment opportunities, the Council has pointed out that employment opportunities within the State are not sufficient to meet the needs of all students completing their specialized vocational education. The Council notes that employment opportunities on a nationwide basis is an important planning factor, and has been incorporated into the 1974 State Plan.

Sources for data are not presently adequate in North Dakota. The Council emphasizes the need for all agencies, institutions, and other organizations involved in gathering data related to the identification of State manpower needs to coordinate their activities and develop a single delivery system that will result in a valid system of reporting statewide job opportunities on a continuous basis.

The Council notes that progress has been made in coordination and articulation between secondary and postsecondary programs. Workshops and conferences have been conducted to allow open communication between secondary and postsecondary teachers. At some postsecondary schools, committees are organized to plan and develop methods for achieving articulation between secondary and postsecondary programs.

While job placement of secondary school graduates varies from school to school, placement activities are primarily conducted by many instructors in each of the program areas in cooperation with the State Employment Security Bureau. Postsecondary placement services are more sophisticated and primary concern is given to the placement of program garduates.

Included in Council recommendations for 1975 are:

- That the State Board for Vocational Education continue its efforts in working with the State Employment Security Bureau to secure more valid data for planning and implementation of vocational education programs to meet North Dakota's needs;
- That the State Board of Vocational Education continue to promote the open-entry - open-exit concept for postsecondary and adult training programs to better meet and serve those who need training and retraining for job opportunities.
- That the State Board of Vocational Education encourage local school administrators and vocational teachers to work closely with business, industry, and advisory committees in upgrading program course content.

OHIO

The title of this year's annual report, "Hire Education," accurately reflects the Council's focus on the critical relationship between vocational education and employment

The objectives adopted for FY 1974 are reported in terms of progress made [illegible] enrollments and project statistics by enrollment for FY 1979. Included in these ojbectives are:

OBJECTIVE	% of all students in 1979	ENROLLMENTS FY 74	ENROLLMENTS FY 79
Career Motivation (K-6)	65	88,559	728,758
Career Orientation (7-8)	65	32,069	213,749
Career Exploration (9-10)	65	25,911	238,631
Occupational Work Adjustment for Dropout-Prone Youth Below 16 years	15.7	6,640	10,640
Preparatory Job Training Program for all High School Youth 16 years and above	46.8	114,411	178,861

In its evaluation of the implementation of last year's recommendations, the Council noted that policies were established which would permit vocational education centers to employ a job development and job placement specialist in place of one of the approved vocational guidance counselors. Such a specialist would have a background in personnel work in industry, business, or labor, rather than guidance. There has not been any interest evinced for the employment of such a person, and vocational centers hesitate to invest in job development and job placement programs.

Included in the Council's recommendations for this year are:

- The State Board of Education should continue its efforts to assure availability of a full range of vocational program opportunities for each interested eleventh and twelfth-grade student and adult in the State of Ohio, regardless of his/her residence.

- The State Board of Education should designate more funds for career development planning and implementation, and consider career development an integral part of the total curriculum for elementary and secondary schools, funded from the General Foundation Program.

- The State Board of Education should encourage the expansion of teacher education programs to include relevant information and skill development relating to career education.

OKLAHOMA

The Annual Report of the Oklahoma State Advisory Council included a "Special Report: Career Education and Industrial Arts," which addresses the need for increase in the numbers served by Industrial Arts programs throughout the State. The Special Report points out that:

* No special industrial arts courses presently are provided for the handicapped, so far as it is known, although some 4,050 students with some form of handicap are said to have been in regular industrial arts programs. No special training for teaching the handicapped is provided in industrial arts instructor certification. Some trainees for special education teaching do take some elective courses in industrial arts.

A special section of the Annual Report entitled, "Training the Handicapped," reviewed the programs available to the estimated 400,000 persons handicapped due to mental, visual, hearing, or obvious physical problems. Vocational funding to an amount of $40,000 per year was provided diagnostic centers for equipment to serve clients beginning at 14 years of age. Additionally, the State Department of Vocational-Technical Education has attempted to get enough youths of either the disadvantaged or trainable handicapped into more work/study programs, especially in Oklahoma City and Tulsa, where there seems to be the largest need.

A district survey of the Caddo-Kiowa Area School was made in an attempt to obtain more information on the percentage and type of handicapped in a sample population. The survey reviews the cahracteristics of the target populations identified as handicapped. The ratio of handicapped to population surveyed was:

+ 14 to 55 age group - 7.2 percent
+ 56 to 99 age group - 14 percent
+ 1 to 13 age group - 3.5 percent

In 1972 the Oklahoma State Legislature decreed that all college level and high school dropouts should be reported to the State Department of Vocational and Technical Education. A section of the Annual Report reviews the dropout problem and estimates that the rate of dropouts from the secondary system, statewide, approximates 20 percent of the total enrollment; the postsecondary system approximates 40 percent.

A follow-up survey of graduates of vocational-technical classes was conducted by sending questionnaires to a sample of graduates and teachers. In addition to asking students follow-up information, the questionnaire also asked evaluation questions about curriculum, facilities, instruction, and school services. Results indicated that most graduates rated the quality of skill training received as very good to excellent. Eighty-seven percent said they would take the same vocational programs again.

An overview of postsecondary statistics, graduates employed, and inmate training is provided in the Annual Report.

This year's Council Recommendations include:

- Teacher trainees in industrial arts and vocational education should have at least one course in special education, to work better with handicapped children of whom some 4,167 are being served presently.

- Terminology in vocational objectives language, such as "all secondary vocational and technical graduates should possess an employable skill" is too narrow. It should be broadened to encompass "and receive mandatory assistance in job placement at the end of grade twelve" if they enter the world of work at this point.

OREGON

The Oregon State Advisory Council chose for its 1974 Annual Report to evaluate selected samples of career and vocational education in-service programs in Oregon. The primary intent of the evaluation was to provide assistance, through the development of evaluation products and a set of procedures, which would support further review by the Advisory Council. It was also anticipated that a spin-off in terms of information about pre-service training programs might result.

While time and funding did not permit on-site inspection, a questionnaire was developed and mailed to all participants. The Advisory Council emphasizes that the study reviewed only a small portion of in-service programs, and that no generalization about the total career and vocational education thrusts within the State are intended.

The study revealed that no uniform format is employed in documenting all activities funded in the projects reviewed, but the Council recognizes that this lack of uniform documentation does not indicate poor projects. The Council recommends that a format be developed by the State Department of Education and reviewed by the Advisory Council, which would make it clear what documentation is required.

The study also revealed that the cadre approach to training produced an enthusiastic group of individuals who continue to dispense information on career education. The cadre approach also appears to have done a very effective job in promoting the concept of career education. The Council recommends that the use of the cadre training be continued, and that further follow-ups of the cadre and others they may have trained be conducted in order to document the longevity of the effect of the training.

PENNSYLVANIA

The Pennsylvania State Advisory Council conducted a series of statewide, regional hearings to answer the question, "Is vocational education fulfilling the needs of the citizens of Pennsylvania?" Testimony was presented by representatives of business, industry and labor, and by civic groups as well as parents, teachers, students, administrators, representatives of minority groups, and other interested individuals. Conclusions resulting from the testimony presented included:

- A lack of communication and coordination between the State and the local levels sometimes results in the lack of information about available funds and how to obtain them.
- Disadvantaged, handicapped, and special education students are often placed in special situations or programs instead of entering vocational-technical schools. Although in theory this provides the students with special attention for their specific needs, it often creates an artificial atmosphere which eliminates the competitive atmosphere of the normal work situation.
- Although in some areas a degree of coordination with local organizations has been attained, with benefits for all involved, problems still exist between labor unions and vocational-technical schools.
- Currently each institution attempts to formulate programs and services on the basis of its own interpretation of labor market and population needs.
- The need for more vocational teacher and counselor education programs throughout the State, especially in the more rural areas, is severe, and programs must be increased if vocational education is to meet the citizens' needs in the future.
- There is a need for a better system of communications throughout the State to ensure that Pennsylvania's vocational education institutions and agencies are kept abreast of the changing trends and innovations in the field.

During the fiscal year under review, the State Plan's goal toward increasing secondary program growth to serve the needs of greater numbers of students for the labor market area was accomplished through an increase of 96 gainful occupational training programs to serve an additional 18,314 secondary students. In-services on career education and home economics programs for the handicapped, plus workshops for teachers of special emphasis and continuing education programs were among the number of programs initiated to meet the needs of disadvantaged and handicapped students.

Advocacy statements based on this year's Goals formulated in the State Plan included:

* Postsecondary pre-apprenticeship training, related apprenticeship training, training for vocational education instructors, and pre-employment training should be provided if possible. This should be done under contract with the proprietary schools, where possible.

* Each geographical area should be analyzed to determine the vocational education programs best suited to meet the needs of the area, especially where there is currently no vocational education instruction.

* In an effort to better serve the handicapped and disadvantaged in vocational education, handicapped and disadvantaged people should be used as resource consultants for planning.

* In order to build in the flexibility needed in vocational education, collect and utilize outside vocational education resources, thus providing administrators and school managers with the resources which they need to serve students better.

In order to evaluate some of the problems identified in the field of Counseling, the State Advisory Council enlisted the advice and opinions of counselors, representatives from various professional counselor organizations, and other professional groups, in order to examine curricula of colleges offering master's degrees in counseling. The report of that study and its resultant conclusions are included as a section of the Pennsylvania annual report.

A review of cosmetology training in Pennsylvania was conducted by the Advisory Council. Its purpose was to assess any differences between public and private school training, and to reveal any inefficiencies in the licensing process. Data was compiled on the attitudes of three groups involved in cosmetology training: (1) Public and private school faculty; (2) Recent cosmetology graduates; and (3) Beauty shop owners. Conclusions and recommendations based on analysis of data compiled from questionnaires are presented as a section of the annual report.

AMERICAN SAMOA

The Advisory Council of American Samoa believes that the vocational goals and priorities stated in the 1974 State Plan were, in general, valid and appropriate, in terms of students' needs, but did not necessarily reflect employment opportunities and needs in American Samoa. The Council recognizes that this is due to the lack of adequate data on the labor supply and demand in American Samoa, and not due to negligence on behalf of the State vocational officials. The Council believes that the State Board Staff makes a reasonable effort to collect and analyze existing data concerning manpower needs. The Council believes, however, that the development of an accurate data collection system is essential if State planning is to reflect both student and employment needs.

Although the Council is pleased by the close cooperation between the Tafuna Skill Center and the Community College of American Samoa, it believes that coordination among all the agencies providing vocational training opportunities in Samoa is necessary to develop comprehensive vocational training programs, and to avoid duplication. The Council is pleased by the growing spirit of willingness to cooperate shown by these agencies. It believes that the establishment of CETA will do much to foster this cooperation.

The Council believes that the vocational guidance and counseling services of American Samoa are in critical need of improvement, especially in the high schools. There is a critical shortage of appropriately trained personnel.

The Council recommends a campaign designed to upgrade the vocational knowledge and guidance competencies of counselors, and a certification procedure for counselors which would assure they are prepared in vocational education and counseling. The Council also urges the development of job placement and student follow-up programs at all vocational training institutions in American Samoa.

While noting the establishment of goals and objectives for the disadvantaged and the handicapped at the secondary and postsecondary levels, the Council is concerned that similar goals and objectives were not set for the elementary level. The Council believes that goals should be set for all levels, to assure adequate programming for the disadvantaged and the handicapped.

The Council recognizes that a major problem in adequate programing is the lack of funds, and recommends that a funding formula be established which would maximize the efficacy of vocational education programs.

Among the Council's recommendations for the year are:

- The appointment of a full-time State Director of Vocational Education;
- The State Board should establish a funding formula for the distribution of local and Federal funds to local schools for the operation of vocational educational programs.
- The State Board should initiate action to significantly increase the involvement of schools in the placement process, to include either the addition of staff with the responsibility for placement, or the assignment of placement responsibility to teachers and counselors.

SOUTH CAROLINA

In this year's Annual Report, the State Advisory Council notes that the over-all increase in facilities and enrollments in vocational and technical education is the most noteworthy progress made in vocational and technical education during the 1974 year. Other successful projects noted by the Council were the development of a self-paced graphics curriculum and the development of sequential instructional materials in heating, air conditioning, and refrigeration. The latter projects benefited from Appalachian Regional Commission Funds.

The amount of Federal funds utilized for regular vocational education programs has increased during the last three years, and the amount of state funds has also increased. State funds have increased more dramatically than have the local funds. State funds now match Federal funds at a ratio of approximately three to one. It was noted that the funds for disadvantaged and handicapped include only Federal funds, and that no state funds are so designated.

Special concerns and priorities of the Council included the need for a closely-meshed, articulated program for advanced placement and transfer of students from the vocational programs to similar technical education programs. Activities conducted during the year to accomplish this type of total articulation included:

* One full-time professional person has been assigned to work in the area of articulation and coordination with Vocational Education and Technical Education.

* A survey was conducted which found that the admissions offices of all the Technical Education Centers are willing to grant advanced placement for students.

The Council has established the great need for increased utilization of the resources that are at hand. Progress is being made through the development of evening extension programs in various communities, pre-employment training for new industry, and other contractual arrangements allowing for increased use of existing resources and facilities.

The need for more career guidance is also pointed out. The State Board for Technical and Comprehensive Education, and the State Department of Education jointly worked to develop a guidance-oriented career program for students in grades 11 through 14. The primary objective of the joint career planning program was to aid students in the selection of a career and to identify the appropriate education required. Through an appropriation by the General Assembly of $147,000, over 36,000 high school juniors were offered, and completed, the career planning profile in 1973. The second cycle in 1974 involved 45,000 students, and was supported by an appropriation of $177,000. Evaluation of their total program will be completed during 1974-75.

Included among this year's Council recommendations are:

- That the necessary facilities to meet the State Board of Education goal for vocational education continue to be developed and maintained as a high priority in the budget request;
- That the use of local advisory committees and the effective use of such committees be specifically encouraged, and recommend the State Board initiate specific, observable action which will reflect this emphasis;
- That the Office of Vocational Education urgently initiate a system to obtain data on the number and percent of students in each class who have completed a vocational program to a satisfactory level. These data are not now readily available.

SOUTH DAKOTA

The State Advisory Council's Annual Report consists of two volumes. Volume I presents an overview of the Council's findings and recommendations. Volume II presents a detailed analysis of the data discussed in Volume I. Explanations of methodology and research techniques employed in this year's evaluation are also discussed in Volume II.

The Council points out that during FY 1974, programs administered by the Board of Vocational Education met less than fourteen percent of the labor market needs for skilled personnel. It is projected, however, that programs administered by the Board of Vocational Education will meet twenty-two percent of the projected needs in FY 1975. The increase is primarily attributable to a thirty-three percent decrease in labor market demand.

As part of the Council's efforts to obtain maximum input from as many people as possible regarding needs, objectives, and priorities, fourteen public meetings were conducted throughout the state during September. The objective of the meetings was to provide a forum in the local community for citizens to express their concerns about education. Comments raised during these meetings were relayed either to the Division of Vocational Education (where they were within their authority to act upon them) or to local administrators. Issues and concerns raised during these meetings included:

- That the State should spend more for training programs that would keep people in the State, rather than for ones which would train people for jobs in other states;
- That the State should be training more vocational teachers;
- The need for on-going programs on the Reservation as opposed to the Department of Labor's temporary training programs;
- The need for better career counseling for girls was requested. It was felt that currently girls are being directed only to areas traditionally open to women, and areas where the pay is inadequate.
- That agricultural programs are not being adequately promoted.
- The need for expansion of vocational programs in the areas of forestry, veterinarian assistants, retailing, and health;
- The need for more "in-the-field" training for vocational graduates to keep their skills up-to-date;
- The need to continue structuring programs around industries' needs as opposed to traditional curricula.

Recommendations resulted from these open meetings as well as surveys and questionnaires designed to ascertain public attitudes and concerns, and the responses of employers to vocationally trained employees. Among these recommendations were included that the Board of Vocational Education take the following actions:

- * Adopt a policy and make the necsssary regulations to require all postsecondary vocational programs to have an annual craft-committee review of the curriculum taught thereby.
- * Direct the Division to explore the means to satisfactorily remedy vocational education students' deficiencies in basic computational and communicative skills prior to their graduation.
- * Request sufficient monies from the South Dakota Legislature for the Fiscal Year 1977 budget to increase their staff and activities enough for the Division of Vocational Education to promote and initiate programs which will at least double the output of trained graduates by FY 1979.

TENNESSEE

The Tennessee State Advisory Council is concerned that the State planning process for vocational education will produce a State Plan which is both informative and useful to State and local vocational educators, and not a mere compliance document. The Council urges that the State Plan be an organic instrument which assesses the needs of both students and employers, and provides a basis for evaluation and feedback. While the Council recognizes that absolute accuracy of data is an impossible goal, it believes more effort in data collection is necessary. More information on cost analysis and benefit analysis of various programs must be provided, so that priorities may be intelligently set and funds efficiently and effectively allocated. Identification and projection of disadvantaged and handicapped students must be more accurate. The needs of students must be balanced with the employment opportunities of local communities.

The Council urges that the State Plan should be infused with a structure and priority emphasis which provide incentives to influence local programming decisions. The present State Plan tends to follow local actions, rather than to influence them. The Council is greatly encouraged by the recent State-level efforts to coordinate planning of postsecondary vocational education programs. At the secondary level, however, the Council believes inadequate attempts at coordination have been made. Specifically, the Council believes it is essential that the output of other manpower training agencies, such as CETA, apprenticeship programs, and the military be considered in the development of the State Plan. The Advisory Council hopes to complete a study shortly on available technical training programs and the demand for such programs in the State. Hopefully, this study will facilitate the coordination of programs, thus reducing the duplication.

Though the Council agrees that great strides have been made during the past year toward the goal of assuring the State a unified guidance program to serve all the students, and that the compentency-based certification program for counselors holds great promise, the Council believes that much work is still to be done. Specifically, a better job placement and student follow-up program is needed. The Council supports the Comprehensive Vocational Education Act recently passed by the Tennessee Legislature, which provides for expansion of guidance personnel and guidance programs. The Council specifically recommends that one of the additional guidance counselors under this act be given the major responsibility for development of an effective placement and follow-up program.

Included in the Council's recommendations for 1974 are:

- Make the annual preparation of the State Plan a catalyst for total planning;
- Improve the coordination of postsecondary vocational-technical education through the establishment of local coordinating committees;
- Improve the evaluation of vocational education programs by initiating an annual statewide self-evaluation study.

TEXAS

This year's Council evaluations and recommendations are based on the completion of 16 major studies, as well as the data accumulated from several other partially completed studies and projects. These studies have enabled the Council to draw upon a wide range of comprehensive information in assessing the status of vocational education within the State. Included among these studies are:

Summary of 1974 Community Conferences:

Sixteen Community Conferences involving almost 3,000 citizens were conducted by the Council for purposes of informing citizens of studies, proposals, and opportunities in vocational education, as well as to establish citizen input regarding citizen and community needs. Commonalities between communities and mutual considerations and concerns included:

- creating more effective ways of providing relevant educational programs, experiences, and services to meet the diverse needs and interests of all citizens;
- establishing more effective communication links between the school, home, and community.

The needs of special groups were also addressed as a result of these community conferences. Some concerns expressed which related to the needs of the handicapped, disadvantaged, and women included:

- Programs designed for the disadvantaged should embrace realistic goals as they relate to educational experiences and employment. If they can't come to the program, then the program should go to them.
- There was almost universal concern expressed that jobs and preparation for jobs not be "sex-stereotyped."

An Analysis of Student Follow-up Data for Administrative Decision-Making:

This study was based on a sampling of 778 students who completed high school between May, 1968 and May, 1973. The study was an attempt to establish a viable follow-up process for evaluating the products of public schools as a basis for modifying or redirecting educational programs to better serve the needs of students and the economy. Major findings from this study include:

- Former students who had taken vocational courses were better satisfied with their jobs, and felt that the school did a good job in preparing them for their jobs.

- Vocational students felt that the instructors had been more effective in preparing them for job experiences.

- Vocational students felt that the quality for personal services was more effective when compared to non-vocational students.

Major recommendations resulting from this study include:

- More attention be directed at the vocational counseling of high school students.

- Counselors consider working closely with faculty in disseminating information about career and occupations.

An Employer's Look at Education: A Study

This study was conducted as a follow-up to the Texas Education Project (TEPS) Study which was completed in 1973 to assimilate the responses from 5,063 students who left Texas public high schools as graduates during the 1963-64 and 1968-69 school year. The TEPS sought the views of former students regarding the education experiences they received. This study attempts to determine the views employers hold regarding the education, skills, and attitudes they desire for different types of entry-level jobs, and how they feel about the quality of young people they are getting from the public schools.

A pilot run of the study was published by the Council in May, 1974. Some interesting and significant findings of the pilot study included:

- The greatest "deficiency" in young people coming out of high school ". . . is their lack of knowledge of the economics of day-to-day business operations." This lack of knowledge is reflected in a young person's attitude toward job loyalty, efficiency, and profit.

- The vast majority of employers believe that students should be taught ". . . how to apply knowledge gained in a classroom or laboratory to real life situation."

Other studies conducted by the Council for this year's evaluations included:

- State and Federal Laws Regulating Employment of Minors
- Review and Evaluation of the Supply/Demand Information System
- Evaluation of Coordinated Vocational Academic Education (CVAE)
- State Apprenticeship and Training Advisory Committee Activities
- Occupational Education in Texas: An Ethnic Comparison
- Articulation Between Secondary and Postsecondary Occupational Education Programs
- Redirection of Vocational Agriculture and Vocational Homemaking Programs

Council recommendations resulting from an assessment of information gathered from these studies included:

- The employment of guidance and instructional personnel that share the cultural distinctions of ethnic minorities of the community;

- That vocational offerings be made available, based upon the needs of the individual student, and not based upon the age and/or grade level of the student;

- That action be taken to complete the development of a student follow-up system for local planning and management needs, as well as the needs of State planners and managers; that the development of the system be a coordinated effort, involving interested and involved groups from throughout the State.

The Annual Report also includes a complete, charted summary of the Advisory Council Recommendations from 1970 to 1974, with the responses by the State Board of Education and Staff.

UTAH

The Utah State Advisory Council praises the great growth in vocational education programs in Utah, and the State's continued commitment to excellent programming. The monies for vocational education at the State level have increased nearly fivefold in the last five years. The Council is pleased to note that the State provision which required State money earmarked for vocational education to be used to "help finance added instructional costs of vocational programs" has assured that State monies have supplemented, not supplanted, local monies in vocational education. The Council is concerned that this provision has been deleted from the 1974 Utah Vocational Education Act, but recognizes that the impact of its deletion cannot yet be judged.

The Council is also concerned that, at the postsecondary level, the Federal monies available for vocational education have not been properly utilized. The Federal funds are considered "dedicated credit" and thus often replace local monies, rather than increasing them. The Council recommends that Federal monies not be available until after the budgets of these institutions have been determined. The Council also notes that secondary schools provide two dollars for every one dollar of supplemental money earmarked for vocational education. To make better use of Federal monies, the Council recommends that Federal funds be distributed on an 85 - 15 or 75 - 25 percent basis, with the larger percent going to secondary schools, and the smaller percent to postsecondary schools, rather than on the current 50 - 50 basis.

The Council believes that postsecondary institutions in Utah must develop more flexibility and better relate their course offerings with employment opportunities. While a one-to-one relationship is not expected, more effort in this area is needed. The recent development of local planning documents using current manpower needs as a basis for program approval, and the 1202 Commission Master Planning Committee recommendations address this problem, and the Council is hopeful it will be resolved.

The Council enthusiastically supports the Skill Centers located in Ogden and Salt Lake. The open-entry-open-exit concept practiced at these schools allows students who have dropped out of regular school programs to learn a vocational skill. The Council notes that the Skill Centers have been particularly successful in working with the disadvantaged. The placement rate at the Skill Centers is 80 percent. The problem of a revolving fund from which to pay operating expenses remains. The Council recommends that Federal monies be used to provide for interim financing of vocational programs at the Centers.

The 1973 State Plan did not give strong emphasis to helping students become successfully placed in jobs. There was no expansion of placement personnel at the secondary level during that school year. The Council is pleased that the 1974-1975 State Plan has a goal ". . . to provide vocational counseling and placement service to secondary students" and ". . . to expand the number of placement personnel and continue counseling in all secondary schools." The Council also applauds the use of State funds to support exemplary programs in job placement in a few selected school districts during FY 1975.

The Council is also pleased to note that increasing numbers of school districts are taking steps to assure that high school students obtain a marketable skill by the time they leave high school, and encourages continued emphasis upon career development at the secondary level.

VERMONT

The Vermont Advisory Council for Vocational-Technical Education chose for its 1974 Annual Report to review previous recommendations relating to guidance and counseling programs in the State of Vermont. An intensive, eighteen-month study resulted in the following conclusions:

* Although the Advisory Council applauds the State Deparmtne of Education for recognizing the need for area vocational guidance coordinators, and for financially supporting these positions throughout the State, the Council found that there remains a need for a clear, concise policy relative to and descriptive of K-12 guidance services. Some activities, such as the Vermont Guidelines for Guidance Services, have provided progresss in this area, but the Council believes that no clear advancement has taken place, despite similar Council recommendations in 1970 and 1971.

* The Council recommends that job placement and student follow-up programs be an integral part of school guidance programs. The State Department of Education support of a pilot job placement program and requirements that local districts file a follow-up report of vocational education programs are commended by the Advisory Council. However, the Advisory Council urges that the development of job placement and student follow-up programs be placed on a higher priority throughout the State.

* The Council encourages the coordination between Area Vocational Centers and Sending Schools, both as a means for comprehensive State planning of vocational programs, and for improving informal vocational guidance performed by Sending School teachers. Specifically, the Council recommends that all secondary schools be required to submit a vocational education plan and annual report, which would be analagous to those of Area Vocational Centers, and the development of in-service courses for non-vocational teachers, to acquaint them with the programs and services of Area Vocational Centers.

* The Council supports the development of career education programs in Vermont schools, but notes that in FY 1974 almost all funding (98 percent) for such programs came from vocational education monies. The Council does not believe that career education should be developed at the experse of vocational education, and urges increased support from all levels and subject areas of State education programs.

- The study [illegible] previous recommendations revealed to the State Advisory Co[illegible] that its recommendations have resulted in little acti[illegible] the Vermont State Department of Education. Further, the [illegible] of reporting actions by the Department does not enab[illegible]aluation to determine if improved services resulted.

- Therefore, the Council suggests that Council recommendations be responded to by the State Board of Education, with explicit policy direction to the Department of Education, and that the Department of Education should indicate positive action in the State Plan, with results reported on in the State annual report.

VIRGINIA

In evaluating the State Plan, the State Advisory Council acknowledges the validity of mission and commends the ongoing goals. The Council suggests, however, that goal statements in the following areas of vocational education would strengthen the State Plan:

* Public Information
* Establishment of Local Advisory Councils and Committees
* Procedures for Planning Programs of Vocational Education

The Council assesses the goals as a reasonable reflection of student needs, yet a gap between State goals and the implementation of the goals in the classroom is attributed to the large number of students, especially in secondary schools, who would benefit from vocational courses but are not enrolled in them.

The Council feels that the Division of Vocational Education collects and analyzes all available data concerning manpower needs, job opportunities, and employer needs in the State. There are good working relationships between the Division of Vocational Educatoin, the Virginia Employment Commission, the Division of State Planning and Community Affairs, the Division of Industrial Development, and other State agencies involved with manpower and training. The Council identifies only one data related problem -- taking data, gathered from these diverse sources, and molding this data into an over-all picture of the State's manpower needs, job opportunities, and employer needs. A frequent lack of data compatibility often creates problems.

A special plan for the coordination of training opportunities, which became effective July 1, 1974, calls for the establishment of a State Coordinating Committee, to which local Coordinating Committees will report. This coordinating system will be involved in implementing coordination of Adult Basic, General, and Continuing Technical and Vocational Education without unnecessary duplication of courses and programs.

Assurance of job placement for graduates for secondary schools is a problem, since these schools do not have an organized placement service director assigned, or budgets allocated. Community colleges, however, do have well-organized placement services, and consider placement to be one of their major responsibilities. The Council urges all secondary schools and community colleges to provide strong placement services for its students.

Council recommendations are made with suggestions for implementation activities. Included among these recommendations are:

Professional Personnel Needs:

The Council urges an increase in the supply of teachers, supervisors, administrators, counselors, and researchers in vocational education. Critical shortages of teachers exist in the fields of industrial arts, health occupation education, trades and industrial education, and agricultural education. Strategies for meeting vocational education teacher shortages are listed in an appendix of the report.

Utilization of Vocational Education Facilities:

The Advisory Council has made the recommendation to the State Board of Education that the Division of Vocational Education build into its Vocational Education Management Information System (VEMIS) a component that would provide up-to-date information on the availability and utilization of vocational education facilities and equipment in the Vocational-Technical Centers and the comprehensive high schools. The same recommendation was directed to the State Board for Community Colleges.

Placement Services:

The Advisory Council notes the success of pilot projects in this area, such as the Student Job Placement Service Project that the Division of Vocational Education is presently conducting in cooperation with nine local school systems under the Part D Section of the Vocational Education Act. The Council recommends to the State Board that the placement and follow-up services provided for in these pilot projects be extended to all secondary schools operating a vocational program.

Guidance and Counseling:

The recommendations made in last year's Annual Report are repeated because of the Council's commitment to the improvement of vocational guidance and counseling in the State's public schools. These recommendations are:

- The officials responsible for guidance and counseling services at the local and State levels should embark on an immediate campaign designed to up-grade the vocational knowledge and guidance competencies of currently employed counselors, and
- Counselor certification should be revised to ensure that school counselors are appropriately prepared in vocational counseling.

WEST VIRGINIA

One of the Advisory Council's major criteria for measuring the effectiveness of vocational programs is job placement. It is encouraging, in this regard, that a growing number of educational institutions in the State are taking the responsibility for assuming the job placement of their graduates.

In assessing the effectiveness with which the people and their needs are being met, the Council notes the difficulty in getting adequate manpower needs data for planning purposes. Despite this difficulty, the Bureau of Vocational, Technical, and Adult Education has developed an effective working relationship with the Department of Employment Security and the West Virginia Department of Commerce. An example of this productive inter-agency working relationship is the Area Vocational Program, designed to coordinate the training efforts necessary to provide skilled workers for new and expanding industries in the State.

The Council points out that the present Bureau budget cannot facilitate the numbers of students identified as disadvantaged or handicapped. The numbers of enrollees in special occupational programs and regular programs for the handicapped in no way approximates the over-all goal for the secondary handicapped students set forth in the 1974 State Plan. Possible enlistment of financial support through the West Virginia Legislature for funds to underwrite existing and expanding programs for these is being considered.

Council recommendations for this year include:

* A Statewide Curriculum Center to serve as a resource facility for West Virginia and surrounding states; possible funding opportunities for such a center through the Appalachian Regional Commission was suggested.

* A dramatic strengthening in the utilization of local advisory Councils to facilitate the community involvement necessary for sound vocational programs.

* Vocational exploration for ninth and tenth-grade students which would provide continued development of exploratory experiences for these students.

* Development of a comprehensive in-service program utilizing appropriate State and local agencies to show local advisory council members and local industries how to better utilize their expanded cooperative education programs.

WISCONSIN

The Wisconsin State Advisory Council commends the State Board of Vocational-Technical and Adult Education on its administration of vocational education in the State. It takes particular note of the fact that the use of Federal funds has stimulated increased allocations of State and local monies for vocational education. The Council is concerned, however, that the lack of Congressional appropriations planning acts as a restraint on program growth. The Council continues to recommend that State categorical funding for vocational education be initiated to alleviate this problem. The Council is encouraged by the present State Superintendent of Public Instruction's call for such State aid.

The Council praises the State Board for its continued commitment to programs for the disadvantaged and handicapped students, and recognizes that Federal set-asides, which have been fully utilized, have stimulated efforts in this area. The Council is concerned, however, that a great program need exists than what is supported with Federal funds. One obstacle to further development of programs is the reluctance on the part of local education agencies to use the Federal set-asides because of their short-term nature. The Council believes that State set-asides for programs for the disadvantaged and handicapped would assist the catalytic effect of the Federal monies.

The Council is pleased that it has been incorporated into the State planning of vocational education, but is concerned that the State Plan has fallen into disrepute among some vocational educators. The Council continues to urge that the development of the State Plan be seen as a tool for evaluating and assessing the needs of vocational education programs, and not as a mere academic exercise resulting in a compliance document.

The Council believes that the development of an accurate information and data collection system is essential to effective State planning. It encourages the implementation of the Management Information System currently being designed, and is hopeful it will be in place soon. The Council notes that cooperation in planning and programming among the various State and local agencies in manpower training programs has been exemplary in the past, and expects such cooperation to continue under CETA.

The concept of student placement has been high on the list of priorities of the Advisory Council, and the Council is encouraged by the State commitment to this concept. The Council also supports the State commitment to the development of a comprehensive out-reach program by the postsecondary vocational institutions, and particularly praises the coordination and cooperation of a number of schools with prisons located within Wisconsin.

Among the Council's recommendations for the current year are:

* Congress take the necessary action to ensure fiscal appropriations be made in time to encourage sound planning and wise expenditure;

* Efforts be exerted in the development of a State planning process which ensures the widest possible contribution from educators on all levels, and that the State Plan is a viable management technique for program operation;

* That all schools, both on the secondary and the postsecondary levels, take responsibility in cooperation with other agencies for job placement of students.

WYOMING

The State Advisory Council reports Five Years of Progress in this year's annual report, to reflect the continuous growth of vocational education in the State of Wyoming. Presently, 60 percent of Wyoming's high school students are enrolled in at least three occupational programs.

The Council particularly noted the need to provide programs for disadvantaged and handicapped students, and acknowledge the lack of alternative programs for these groups in many schools. While enrollment gains have been significant in serving the disadvantaged, there are still many schools without programs that meet the needs of the handicapped.

Because of the need for an occupational information retrieval system, the Council encourages the collection of individual information on all students enrolled in occupational education. Such a system should be incorporated into the State Department of Education Management Information Services Unit, which would provide up-to-date data about occupational education program enrollments.

Included in this year's recommendations were:

- That during FY 1975 the State Department of Education and the Office of Occupational Education continue to further develop, implement, and evaluate the Comprehensive Occupational Education Program design --
  - K-6 : attitude development toward the world of work
  - 7-8 : career orientation
  - 9-10 : career exploration
  - 11-12 : and community college career preparation and continuing education
- That the State Department of Education incorporate into the Management Information Services Unit the occupational information retrieval system;
- That the State Board, through the State Department of Education, provide leadership and assistance to local schools in developing and implementing occupational education programs that meet the needs of disadvantaged and handicapped students;
- That the State Department of Education encourage public schools and community colleges to accept responsibility in job placement follow-up studies and continuing education of students.

The Council reviewed the research and exemplary programs presently being conducted through Part C and Part D funds.

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION
Washington, D. C.

JANUARY 1975

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION

January 1975

In his December 31, 1974 report analyzing the use of federal funds for vocational education, the Comptroller General raises many important questions. In many respects the report expresses concerns the National and State Advisory Councils on Vocational Education have been enunciating over the last five years.

The criticisms directed at the vocational education system are grouped into five categories: the role of federal funds, planning, targeting of funds, utilization of resources, and the relation of training to employment. Under each topic a number of specific problems are discussed. Some problems, such as the lack of adequate data on future job openings, occur under more than one topic. The problems are real and the analysis, in many cases, is excellent. We would like to point out, however, that while we feel that major modifications are needed in some areas, there has been an increase in enrollment in a number of programs, and in federal and local dollars spent for vocational education since the 1968 Amendments. Our concern is that this not be overlooked and that modification and improvement proceed from a base of constructive criticism.

What is needed is a careful review of specific elements of the program--a review which, at the request of the National Advisory Council on Vocational Education (NACVE), the Congress is undertaking and of which this Comptroller General's report forms a part. Undoubtedly this review will call forth numerous recommendations for the strengthening of specific elements of the system. But care must be taken that efforts to improve one part of the system do not result in damage to other elements.

In addition, the difficulties to which the Comptroller General's report addresses itself must be seen within the context of real world constraints. The resources available, even if used with maximum efficiency, simply will not allow the accomplishment of all the objectives of the legislation. For example, the law calls for making vocational education accessible to all citizens in every part of every state. As reported in the 1974 NACVE survey of State Councils, at current funding rates that may not be possible until the year 2165. Thus, failure of the system to conform to the ideal envisioned in the 1968 Amendments should not be regarded as prima facie evidence of mismanagement, for while eliminating mismanagement and underutilization of resources will certainly help, improved efficiency alone cannot compensate for the lack of adequate funding.

A major theme of the Comptroller General's report is the failure of some state and local program managers to target funds in accordance with the priorities stated or implied in the law, particularly for meeting the needs of the disadvantaged. In this context, two important factors must be considered: First, the Administration has chosen--and in the appropriations process Congress has generally acquiesced in this choice--to give as much discretion as possible to state and local administrators in handling federal vocational education funds. This approach leads to increased responsibility and creativity at the local level but at the same time dilutes concentration on federal priorities. Further, the local administrator faces competing demands. Where pressure is applied to show results in terms of student achievement and job placement, the most able rather than the neediest students are sought.

In the following pages we will set forth in more detail our analysis of the specific issues raised in the Comptroller General's report and our judgment as to how the problems it cites should be dealt with. In many cases we will be referring to past reports of the National and State Advisory Councils on Vocational Education, in which many of these issues were discussed.

I. THE ROLE OF FEDERAL FUNDS

A. Management

"Generally, OE has not adequately evaluated how federal funds have been used." OE does not know what the impact of federal vocational funding has actually been." (pp. 8, 18)

The laissez faire attitude of the Department of Health, Education and Welfare (HEW) toward vocational education has been of continuing concern to the National Advisory Council. The number of Office of Education (OE) personnel assigned to vocational education has decreased from 71 in 1968 to only 31 in 1974. This has been the result of a deliberate policy to delegate decision making to the states.

The philosophy of the Administration in this regard is evident in the President's budget proposals which, over the last few years, have called for the elimination of distinct vocational education programs (FY 1971) and consolidation of programs (FY 1975). Each of these budgets, which requested a decrease in vocational education personnel in OE, called for new legislation to replace the 1968 Amendments in the "revenue sharing" mode. Although no such legislation was passed, HEW has acted as if it had, and has cut the vocational education staff accordingly. Charged with overseeing the implementation of the 1968 Amendments, the National Advisory Council has protested.

The Council agrees with the conclusions of the Comptroller General regarding HEW's failures in managing federal vocational education funds. One reason for these failures has been HEW's "regionalization" policy, which has moved its monitoring responsibilities from the central office to regional offices. The Council has protested such moves whenever they have been made. When it was announced that management of Part D (exemplary demonstration) funds would be "regionalized" the Council filed a letter of protest which stated that this move was illegal under existing legislation. The move was made, nevertheless.

We sincerely hope that the report of the General Accounting Office (GAO) will alert the new Administration to the consequences of the policy pursued by HEW over the last four years and thus bring about a strengthening of the Bureau of Occupational and Adult Education. We would only add that we are pleased that the states have been able to do as much as they have in implementing the 1968 Amendments without benefit of the guidance of a strong federal office. The Education Amendments of 1974 prevents regionalization without Congressional approval.

B. Return on Investment

"Increased funding for vocational programs has not necessarily resulted in proportionately increased enrollments." (p. 17)

The Comptroller General's report raises a number of provocative questions concerning vocational education costs and expenditures. For example, the report points out that the increase in enrollments has not kept pace with the rise in federal expenditures. Unfortunately, no detailed analysis has been made of the reasons for this. We recommend that HEW undertake a research effort to find answers to the following questions:

1. How much has the cost of vocational education per student hour in different types of courses risen since 1964?

2. How does the cost rise in vocational education compare with the cost rise in other areas of education?

3. State by state, how have state appropriations for vocational education compared with federal appropriations?

4. What factors seem to account for the difference between those states that have continued to match annual federal increases and those states that have not?

5. State by state, how does the record of appropriations for vocational education compare with the record of appropriations for secondary education? For higher education?

6. What factors seem to account for the difference between states which have increased the vocational education appropriation at a greater rate than the general education appropriation and states in which the opposite is the case?

The Comptroller General's report has made a fine start at looking at the return on the investment of the federal dollar in vocational education, but much additional research is necessary before we can adequately evaluate the strengths and weaknesses of the current system in maximizing the impact of federal funds.

C. Students with Special Needs

"No state over a four-year period has supported efforts for the disadvantaged and handicapped to the same extent as its overall Part B program." (p.16)

In the National Council's summary of the State Advisory Council reports, the following statement appears:

> "Councils were concerned about the low percentage of the disadvantaged and handicapped being served by vocational education in their states. Problems ranging from lack of a valid system for identifying these target groups to lack of special programs to meet their needs were listed."

The NACVE summary of the 1973 State Council reports stated:

> "While recognizing that more disadvantaged and handicapped students were currently enrolled in vocational programs than at any time in the past, the

> Councils expressed concern about the still very small percentage of these students being served in terms of the numbers needing vocational education. Of all the problems, this seems to be the one on which least progress had been made in terms of need and potential."

This continuing problem is the focus of much of the criticism the Comptroller General levels at vocational education. The states and local education agencies are not matching the 15% set-asides for the disadvantaged and the 10% set-aside for the handicapped. In some states, they are not even spending the federal minimum.

The National Advisory Council publicized the need for more attention to be paid for the disadvantaged as far back as 1969 when its Second Report was published. This concern appeared again in the Third Report and led the Council to initiate and co-sponsor a national conference on minorities and career education in 1973. Yet when we started soliciting viewpoints this year on changes needed in the 1968 Amendments, we were surprised at the lack of concern for programs for the disadvantaged. Much of the vocational education establishment actually believed that the set-asides were no longer necessary. Information we gathered in our hearings on vocational education in the urban centers told us otherwise, and in our testimony before the House General Subcommittee we argued for retention of the set-asides, at least at current levels.

Programs for the disadvantaged and handicapped is the one program area that best illustrates the tension between federal priorities and local concerns. Local school administrators facing a waiting list of students for regular programs and state agency personnel feeling the impact of political pressure from middle-class suburban residents simply see the need for vocational education programs differently from the drafters of the 1968 Amendments. In the absence of pressure from federal administrators to direct funds toward students with special needs, it is predictable that funds will be diverted into programs with more backing from locally powerful groups.

The failure to deal adequately with the problems of the disadvantaged and handicapped is also tied to the failure to require a thorough needs assessment for the development of State Plans (an issue which is discussed in Chapter 3 of the GAO report).

For the forseeable future, it will be necessary to provide strict federal requirements for expenditures for the disadvantaged and handicapped if the needs of these people are to be met.

D. Catalytic Effect

"Federal assistance for vocational education has not fully achieved the catalytic effect envisioned by Congress." 9p. 19)

The analysis presented in the first section of the Comptroller General's report is most useful for those of us concerned with improving vocational education, and the National Council is gratified to find attention being drawn to what we have considered to be serious weaknesses in the system. However, we have to disagree with the conclusion drawn by the authors in summing up this section that the federal contribution has failed to have a totally catalytic effect.

The report's conclusion is based in large part on the fact that the ratio of state and local dollars spent on vocational education to federal dollars has declined since 1970. Let us look at this more closely.

First, the law calls for matching of one state and local dollar to every federal dollar. The ratio in 1972 was 4.7 to 1. That hardly seems to indicate ineffectiveness. Second, the state of the economy has changed from 1970 to 1974. Increasing inflation has necessitated an increase in federal funding of programs if such programs are to survive. Now a state which matches federal funds at a rate of five to one must appropriate five additional dollars for every additional federal dollar in order to maintain the 5-1 ratio. Thus as the federal appropriation increases, the ratio becomes more and more difficult to maintain. When this is combined with a downturn in the economy, it is reasonable to assume that a state's failure to keep up the ratio is due less to a declining interest in vocational education than to external economic factors.

The judgment that the 1968 Amendments have not had a catalytic effect seems to have been reached without sufficient regard for careful analysis of the factors involved. Moreover, this conclusion is contradicted by the testimony of State Advisory Councils throughout the nation--Councils which themselves have pointed out many of the problems and weaknesses discussed in the Comptroller General's report--that the 1968 Amendments have had significant impact on improving vocational education in their states.

For example, in a 1974 report the Kentucky Council stated with regard to

PL 90-576:

> "This legislation...has made a tremendous impact on vocational education in Kentucky. It has helped place vocational education in a new perspective which has led to a dynamic change in its overall purpose and direction. It has helped to stimulate greater public interest and support for vocational education and to bring additional vocational education facilities and programs to all sections of Kentucky.
>
> "It has brought about an awareness on the part of the State's leadership which is required to direct program development toward meeting the needs of the people rather than guiding the people toward existing programs."

Thus, although we agree with the Comptroller General that the vocational education system needs much strengthening, we disagree with rating the 1968 Amendments a failure. We look back at the massive problems we faced in 1968 and are thankful for the progress that has been made as a result of the 1968 Amendments. Our gratitude, however, does not lessen our commitment to continue to improve the system as rapidly as possible.

II. PLANNING

A. State Plan

"Plans at state and local levels are prepared primarily to comply with federal requirements and are not used to provide direction to programs or to measure program impact." (p. 22)

The introduction to the 1974 NACVE survey of State Councils states:

> "Ideally, the State Plan forces state officials to analyze needs, establish priorities and allocate scarce resources. But in some states the planning process has tended to bog down in formality. Concentration on meeting the literal requirements of the law results in failure to fulfill its spirit. The 'compliance documents' thus produced are submitted to the Office of Education, approved, and then shelved. They do not become effective tools for guiding performance."

The issue of the State Plans is one that has recurred on every survey of State Councils and at every joint meeting of the State and National Councils. The State Plan is the core of Part B of the 1968 Amendments and all concerned have been seeking ways to improve it. The Comptroller General's report reflects this concern and in fact quotes the National and State Councils on this issue.

However, it should be noted that progress is being made on this score. For example, in the State of California the State Advisory Council made this recommendation concerning development of the State Plan in 1973:

> "That the State Board of Education and Board of Governors of the community colleges complete their vocational education delivery system by establishing statewide priorities and goals and objectives, and that the system provide for continuous review, updating and evaluation which can serve as a model for district plans. Furthermore, the Council recommends that the state's priorities, goals and objectives be established by a task force made up of representatives from all levels of vocational education, various agencies serving it (both public and private), lay persons and students."

In early 1974 the California Council reported that this recommendation was in fact being implemented. Similarly, the Washington Council reported:

> "We have encouraged the Board to look upon vocational education planning as an extremely comprehensive function embracing total analysis of need, establishment of priorities, and measurable objectives, plans to meet the needs, and finally, evaluation of the results. Planning should include all vocational education including manpower, and should embrace local, state and federal resources. Out of the comprehensive plan should be extracted federal reporting requirements. Our recommendations on planning have been carefully considered by our State Board staff, and planning has improved considerably."

Slowly but surely, progress is being made in assessing needs, setting priorities, and planning the use of resources. The process could be hastened considerably by effective monitoring by the Office of Education, the provision of technical assistance to states, and the granting of legal standing to State Advisory Councils to sue when the State Board violates the law.

B. Needs Assessment

"Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis." (p. 22)

The first step to writing a meaningful State Plan is an accurate needs assessment. Yet this is an expensive undertaking and one with which educational administrators are often unfamiliar. Furthermore, states have been constrained in conducting a thorough needs assessment by the Office of Education's practice of requiring that State Plans request only the amount of money OE expects to have available. When the Minnesota Council protested the lack of needs assessment to their State Board, this was the Board's reply:

> "The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and useable."

The Office of Education guidelines should be changed so as to require--as the law seems to do--that a thoroughgoing needs assessment be conducted in each state before expenditure priorities are set. So long as planning is allowed to proceed without such research, the needs of the less vocal or less powerful elements of the population will not be given adequate attention in State Plans.

C. Coordination

"It is critically important that coordinated planning take place to insure comprehensive provision of services and effective utilization of funds." (p. 25)

NACVE's review of the 1973 State Council reports states:

> "Articulation of secondary school with post-secondary school vocational and technical programs is another problem which a number of Councils have found as continuing to be difficult of solution. While the problem is clear, and recommendations for resolving it are simply stated, implementation faces many barriers, particularly that of institutional autonomy--even in state supported institutions of higher education. While some progress can be reported, it is not yet of significant proportions except for isolated situations.
>
> "Coordination of vocational education programs with other community and area manpower development programs and activities remains a continuing problem, but the Councils report significant progress is being made."

"Coordination" is one of those key words which seems to recur in all discussions of how to improve vocational education. And like most key words, it evokes facile recommendations which in fact are very difficult to implement.

The Comptroller General's report reviews the problem of institutional isolation and tunnel vision, but gives no clue as to how to implement its recommendation that the Secretary of HEW "establish working partnerships among all institutions providing occupational training at all levels--secondary, post secondary, adult."

One need only look at the duplication among programs at the federal level to grasp the enormity of the problem. Almost every agency of the federal government runs some sort of training programs, and many of them overlap.

In 1973 the National Advisory Council proposed that a federal board be created with responsibility for managing all vocational education and manpower development programs in HEW and Labor. It did not get very far.

It is essential, of course, that reformers continue to hammer away at institutional rigidities which prevent cooperative efforts, and progress is being made. But calls for reform must be tempered with a realistic appraisal of the problems inherent in all such efforts, which may be seen by many organizations as an attempt to limit their autonomy.

D. Data

"...information about vocational education is inadequate for the purpose of formulating public policy and ascertaining whether current programs are working effectively..." (p. 33)

To gather valid data nationwide on the effectiveness of vocational education programs would require an effort of the approximate magnitude of the decennial census. What is needed is not a national vocational education data collection effort, but a national computerized information system for all education.

In its Fourth Report, the National Advisory Council stated that "much better data than is now available must be obtained if planning is to be effective." Subsequently, the Appropriations Committees of Congress directed that funds be used to undertake Project Baseline, to gather the data needed for effective planning, and requested that the NACVE monitor this project. The project is now in its fourth year.

A number of states have developed state management information systems which could be used as starting points for the development of a national system. But the massive effort required to build the kind of system which would provide all the information necessary for educational planning will cost billions of dollars. That does not mean it is impossible. It does mean that it is not going to develop from a slice of the annual vocational education appropriation of $600 million.

E. State Advisory Councils

"Advisory Council evaluations are limited." (p. 30)

The State Advisory Councils on Vocational Education have borne the brunt of the responsibility for prodding State Boards of Vocational Education to comply with the requirements of the law. They have done this on a shoestring budget. Although PL 90-576 provides for "minimum" funding of $50,000 per year for all Councils, in fact the appropriation for Councils has been insufficient to provide that minimum to the majority of Councils. The 32 smaller Councils received only $31,000 per year for the first three years of operation, and then rose only to $35,000 in 1974. Yet in spite of severe funding limitations and initial hostility from professional educators--a problem since largely overcome--the Councils have managed to be an effective voice for the needs of the people. Their main lament is that they have no statutory enforcement power.

The Comptroller General's report credits the Councils with reporting "many significant problems in vocational education" and in fact quotes their reports freely. There is a criticism--a quote from a Deputy Commissioner--that the reports lack sufficient rigor. The evaluation reports have been improving yearly as the Councils gained in experience and funding. Additional funding for FY 1975 will make it possible for the reports to be even more extensive this year.

III. TARGETING FUNDS

"...the VEA requires that states adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective states." (p. 37)

The analysis of the requirements of the law for targeting of funds contained in the Comptroller General's report is excellent. As the report points out, guidelines from the Office of Education to the states regarding these provisions has been inadequate. This is in line with the decision of the Administration discussed above to leave maximum discretion at the state level.

In the absence of guidelines and pressure from federal monitors to the contrary, it is not surprising that most states choose to disperse funds widely among LEAs instead of funding statewide priorities.

In the 1974 NACVE survey of State Councils, most stated that the four criteria for distribution of funds were in some way being addressed by their states. Yet there is a multiplicity of ways that the four criteria (job opportunities, need, relative ability to provide resources, relative costs) can be balanced to arrive at a funding allocation.

The relative priority which should be given to the four areas, and ways of analyzing and deciding among the competing demands of different types of communities for funds are topics which have not been discussed sufficiently in the past.

IV. UTILIZATION OF RESOURCES

"...Maximum consideration must be given to the use of all available training resources in the community." (p. 47)

In July of 1972 the Secretary of HEW issued a ruling which eliminated a major source of equipment for vocational education schools. This ruling barred education grantees from obtaining government excess property. The National Advisory Council was in the forefront opposing this change. Nevertheless, the new rule went into effect as proposed.

Certainly more can be done. Resources of the military in particular have been underutilized. More and more states are beginning to contract with proprietary vocational education schools for services in special areas or for special populations, as suggested in the report. Yet some of the criticisms in the report seem a bit unrealistic. It takes the schools to task for not soliciting as much free equipment from industry as they could. Many vocational education schools do, of course, solicit free or low-cost resources from industry, and this should certainly be encouraged. However, it is not realistic to suppose that industry, particularly in a down economy, could be talked into donating a major share of the supplies and equipment needed by schools.

The suggestions in the Comptroller General's report for promoting the greater use of existing but dispersed facilities are excellent; however, as discussed above, cooperative arrangements are frequently much more difficult to achieve than to describe. Besides, rearrangement of existing resources simply cannot replace the need for substantial increases in funding.

Elsewhere the report discusses the failure of vocational education administrators to fully identify needs. One of the reasons given by some administrators for this failing is that they are so far from meeting recognized needs with existing resources that any hope of funding newly discovered funds would be futile. We reject this as an excuse for not doing a good needs assessment because, of course, under such a system the needs of the least powerful are conveniently ignored. Yet we must look at the implications of the argument.

If the intentions of the 1968 Amendments with respect to assessing needs is fulfilled--as it should be--the demand for resources will be increased, probably by several orders of magnitude. Discovery of further needs will require the best possible management techniques for maximum utilization of resources, but it will also require substantial increases in those resources.

V. RELATION OF TRAINING TO EMPLOYMENT

A. "Labor market needs have been neither fully nor realistically assessed." (p. 68)

The question "Is the planning process inhibited by lack of adequate data" was answered in the affirmative by 70% of the State Advisory Councils responding to a 1974 NACVE survey. The Councils were particularly concerned that the data, when it existed, was not obtainable in a useful format.

In 1972, the National Advisory Council sponsored a series of meetings of staff from HEW and Labor in an attempt to tackle this problem. Some progress has been made, but useable labor market projections remain unavailable to vocational education planners.

The provision of the VEA to provide $5 million for Labor Department data has never been implemented. NACVE, in its testimony before the oversight hearings, urged that this provision be strengthened and funded.

B. Work experience often has not been an integral component of the vocational education curriculum." (p.68)

Work experience is one extremely valuable technique for training students for employment. However, it is not a panacea.

Cooperative work-study programs have proved extremely successful all across the country. They are successful when they are carefully planned, supervised by a knowledgeable coordinator, and details have been successfully negotiated with employers and labor unions. They have succeeded in part because they have been small, enrolling only a fraction of vocational education students and have usually included only the most able students.

Employers are quite willing to cooperate in the training of students they expect to employ themselves. They are understandably more reluctant to provide help for the training of students for employment elsewhere. Their interest in these programs varies with the state of the economy and the tightness of the labor market.

There have been instances of students becoming victims of exploitation in poorly supervised programs. There have been misunderstandings with labor unions. There have been instances of discrimination.

It should be noted that in agricultural vocational education, in particular, work experience is indeed an integral component of the program. In counting the number of students involved in work-study programs, the figures should not be limited only to those under Part G and Part H programs. In 1972, only 28,660 students were reported as enrolled for Cooperative Work Experience, but an estimated 530,000 additional ones were engaged in entrepreneurship programs, including ownership-partnership farming and related businesses, individual enterprises, and pre-employment laboratory experiences. Agricultural vocational education has led the way in cooperative education, and nearly all agriculture students are involved in some type of work-study program. In 1972, approximately 93 percent of all vocational agriculture students were engaged in work experience, and these students are followed up and provided supervision and on-the-job instruction by their respective teachers of vocational agriculture/agribusiness.

These problems are presented here not because we do not believe that cooperative work experience programs should be expanded. The Council has backed work experience consistently. However, whenever one idea is offered as an easy answer to a massive and complex problem -- whether it be "war on poverty," "career education," or "work experience" -- we have found it necessary to take a long, hard look at the pitfalls even when we think the basic idea is sound.

C. "Occupational guidance has not received adequate attention." (p.68)

> "Responsibility for job placement assistance has not been assumed routinely by schools."

The failings of the Nation's occupational guidance system was the topic of the National Advisory Council's Sixth Report in 1972. Since that time, much progress has been made, although the problem is far from solved.

In 1973, the Council undertook a study of job placement programs in schools. Although charged by Title X of the Education Amendments of 1972 with assuming responsibility for placement of students, most schools have not done so. The Council continues to participate in projects which assist schools in moving in this direction.

In the course of our investigations, it has become apparent that the problems of guidance, placement, and relevance of courses to the labor market are all related.

Were a school to have a comprehensive placement system, including evaluation and follow-up, the information gained from the placement experience could be fed back into the instructional planning process. This system could provide not only current, locally relevant data on types of jobs available, but also information on ways to improve instructional programs within job areas.

We recommend that HEW and the Congress pursue the possibilities of encouraging schools to build such comprehensive placement programs.

D. "Student enrollments have not been aligned with employment opportunities."(p.69)

There are a number of minor problems in the data on employment of vocational education graduates which cause the placement rates to look worse than they really are. In agriculture, for example, many students take jobs in agri-business which utilize their training but which are not classified as "agriculture" jobs. Therefore, the statistics mistakenly show these graduates as not being employed in the area of their training.

Prior to the Act of 1963, all secondary programs were focused primarily on production agriculture. By 1972, training for over 100 related agricultural occupations in agribusiness had been identified, and approximately 43 percent of agriculture students were enrolled in programs which were not recognized or offered prior to 1963. With respect to agriculture programs, it should also be noted that the chart on page 99 of the GAO Report appears to be inconsistent with USOE statistics. The chart shows that 108,000 students completed secondary agriculture programs, and shows a low figure of 18 percent of completions as percent of enrollment in secondary programs. USOE figures show this completion figure to be 114,792. Apparently 6,800 students in another column of USOE reports were overlooked, or excluded, in the GAO Report. Also, the GAO Report computes the percentage of completion against the total enrollment of a four-year course. It is estimated that the total vocational agriculture enrollment is comprised of 170,000 freshmen (9th graders), 152,000 sophomores, 130,000 juniors, and 118,000 seniors. If the 114,792 completing programs were computed on the basis of the estimated 118,000 seniors enrolled, the percentage of completion would be 97 percent. In 1968, an estimated 140,000 freshmen entered vocational agriculture. If the 114,792 who completed in 1972 were computed on the basis of the number who enrolled four years earlier (1968), the percentage of completion would be 82 percent. In either case, it would be much higher than the 18 percent stated in the GAO chart.

However, the larger problem of the lag of vocational education courses in adjusting to changes in the labor market remains. This is a real issue and one that reflects the problems of the planning process as a whole. There is a need for strong federal leadership in helping states adjust their planning procedures to more accurately reflect changes in the labor market.

In the process of making this necessary adjustment, other considerations should not be lost. Job placement is not the only objective of vocational training programs. Many teachers consider their vocational education courses successful if they catch the interest of students who otherwise would leave school -- even if those students do not seek employment strictly in the area of the training. Students have found vocational education courses provide the motivation for strengthening their basic reading and math skills. Some courses eligible for vocational education funds, particularly industrial arts and home economics, are not intended to be job taining course, per se.

Although it is true that the 1968 Amendments urge state planners to adjust their vocational courses to realistic employment opportunities, they also allow for other objectives for vocational education. This larger vision should not be lost in our enthusiasm for more efficiently pursuing the strictly job training aspect of educational programs.

THE IMPACT OF
THE VOCATIONAL EDUCATION AMENDMENTS OF 1968

A Report of the
National and State Advisory Councils
on Vocational Education

prepared for
Congressional Oversight Hearings
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In 1968 the Congress passed landmark legislation to help the young people of the United States acquire the job skills they need. Public Law 90-576, known as the Vocational Education Amendments of 1968, recast previous vocational education legislation and established a system of federal aid to states based primarily on State Plans. This law provided federal support to help expand the vocational education system, and was intended to encourage the increased investment of state and local dollars in this field.

In the four years following the passage of the law, vocational education enrollments increased from 7,533,936 to 9,984,416. In 1968 federal funding for vocational education totaled $262,383,716. State and local funding was $930,479,249. By 1972 the federal contribution was $464,487,460 and state and local expenditures had reached $2,189,851,173.[1] PL 90-576 had required that state and local sources at least match the federal contribution one to one. In fact, in 1972 the ratio was 4.7 to 1.

The success of the '68 law has been impressive. Yet vast unmet needs remain. The youth unemployment rate is triple the general rate. Vocational education courses in schools across the country have long waiting lists of students anxious to learn skills but unable to get in. Continued federal support for the expansion and strengthening of the vocational education system is undoubtedly needed. As we approach the 1975 expiration date of PL 90-576, the question which needs to be addressed is what form should new federal legislation take? Should the '68 Amendments be renewed essentially as they are? What changes would be helpful?

To help Congress answer these questions, the National and State Advisory Councils on Vocational Education began in the summer of 1973 to develop special reports addressing the impact of PL 90-576 over the past five years. State Councils are required to submit annual evaluation reports on vocational education in their states, but it was felt that a compilation of one-year studies would not meet the need. The National and State Councils wanted to look at the total picture with the perspective of five years of experience. A questionnaire was designed which looked at the law section by section. The State Councils then used the questionnaire to structure their individual reports. The reports from the State Councils were analyzed and the responses to each question tabulated. The following is a summary of the findings contained in those reports.

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[1] Statistics from the U.S. Office of Education. 1973 figures are not yet available.

A. State Plans

The State Councils unanimously endorsed the principle embodied in the present law that each state should submit a plan setting forth how vocational education funds are going to be used (question 48). But the Councils voiced several criticisms of the way State Plans are now handled and suggested some directions for improvement.

Ideally, the State Plan forces state officials to analyze needs, establish priorities and allocate scarce resources. But in some states the planning process has tended to bog down in formality. Concentration on meeting the literal requirements of the law results in failure to fulfill its spirit. The "compliance documents" thus produced are submitted to the Office of Education, approved, and then shelved. They do not become effective tools for guiding performance.

Among the suggestions for improving this situation were calls for injection of greater flexibility in the regulations that define how the State Plans are to be created, and the elimination of unnecessary formal requirements. Federal management practices were felt to be unduly restrictive by 32 Councils (question 22)—22 complained of mild restrictions and ten of severe problems. The states should be given broad latitude to devise their plans. But once the plans are formulated, some respondents suggested, the Office of Education or the State Councils should be mandated to insure that the states actually implement their plans.

B. Consolidation

Despite their desire for flexibility and elimination of red tape, the State Councils generally agreed that the delineation by Congress of specific categories of need under PL 90-576 has been effective in attaining the overall objectives of the law (question 45: Have separate Parts C through I helped or hindered development of vocational education in your state?). While many states complained that they had experienced administrative problems because of the separate parts, and some felt that undue restrictions were imposed by certain parts, it was felt that many vocational education needs would not have been faced and dealt with had there not been specific categories. Without the categories, many states would have followed the path of least resistance and continued existing programs, adequate or not. In many cases, the categories gave states the incentive needed to investigate new approaches and undertake new or revised programs.

In response to question 46—Could some or all of these categories be effectively consolidated into a single bloc grant for vocational education?—most agreed that some degree of consolidation could be accomplished. But none favored total consolidation without some qualification. Ten reports said unequivocally "No" to a single bloc grant for fear that existing programs would suffer and vocational education needs not be met.

The following are examples of the recommendations of those favoring some degree of consolidation: Combine Parts C (research) and D (exemplary programs). Others felt that Part I (curriculum development) could also be put into this group, and the vocational education section of EPDA. Part G (Cooperative education) and Part H (Work/Study) were also listed as areas of possible consolidation.

Some felt that bloc grants should be made, but on the basis of grade level categories—pre-vocational education, secondary, post-secondary and adult.

Most State Councils stated that federal priorities must be maintained, especially if consolidation occurred. Those which favored some degree of consolidation—that is, reducing the number of categories into two or three larger blocs—and those who wished to retain categories, generally agreed there should be greater flexibility on the part of the state in the use of the categorical money, with perhaps the possibility of transferring some money from one category to another when such action could be justified by the overall State Plan.

Many reports suggested the desirability of combining Part B, Title X of the Higher Education Act into a new vocational education act.

C. Set-Asides for the Disadvantaged and Handicapped

Most of the State Councils reported that set-asides for the disadvantaged and handicapped should be retained in any new legislation, at least at the present level. They said that better regulations are needed to define those in need and how best to reach them. The need for continuity in the definitions of disadvantaged and handicapped between the various federal laws was stated.

More than half of the 36 State Councils responding to this question said that the present set-asides of ten and fifteen percent were inadequate in relation to need (question 16). Eighteen State Councils reported that the present set-asides are considered to be minimum, rather than maximum, funding levels in their states. Fourteen reported that the set-asides are considered maximum (question 17). Most of the State Councils indicated that increased funding for the handicapped and disadvantaged is vital to meet their needs.

D. Statistical Data

State Councils reported problems with vocational education and related statistics of the following types: (1) internal planning data; (2) data used for interstate comparisons; and (3) data needed for cooperative action with other agencies in the state.

Question 24, "Is the planning process inhibited by a lack of adequate data?" drew a "yes" answer from seventy percent of the Councils responding. The difficulty, apparently, is not so much in the existence of data as in the problems of obtaining it in a current accurate useful format.

Some State Councils noted that data requested by the questionnaire which might be used for comparisons among states (e.g., question 33, "What amounts of state and local funds are spend on vocational education?" and question 50, "What percentage of secondary students are enrolled in vocational education?") should be interpreted with great caution. Wide variation in the apparent meaning of such figures from state to state highlighted this warning. For example, some states provide almost all secondary vocational education in area vocational-technical schools. Such states typically report higher expenditure figures on vocational education than those in which vocational education is provided largely in comprehensive high schools. In those states, many of the basic expenses are recorded in the general education budget and hence are not reflected in the vocational education figures. The State Councils urged that in interpreting statistical data, one should inquire just how the figures were derived in each state and forego interstate comparisons when figures are not comparable.

Although most states reported that good will and a desire for cooperation exist among the education system, the employment services and other agencies in the state (questions 31 and 32), there was a pervasive complaint about the lack of a common core of information that all agencies can use. The Department of Labor and the Department of HEW continue to require data in differing formats not easily translatable from one system to another. This is frustrating to people at the local level who cannot use Labor Department projections for vocational education planning because the categories DOL uses are incompatible with their own. Previous legislation authorized $500 million to help resolve this problem, but that section was never funded. Perhaps the time has come to resurrect this issue and provide for joint HEW-Labor funding for developing a common data base.

E. Employment of Vocational Education Graduates

The relationship between vocational education and employment was tapped with the following questions (questions 48 A, B, C): "Do vocational education students in your state find jobs in the areas of their training?" "Is this situation better now than it was in 1968?" "Are legislative changes needed related to coordination of training and job openings?" Twenty-four Councils stated that vocational education students do find employment in the areas of their training, and nineteen states indicated that the situation is better now than it was in 1968. Many states felt that they could not fairly answer the question because of a lack of follow-up data on students.

A strong argument was made by some states that placement specifically in the areas of training should not be used as a major evaluation criterion for judging the success of a vocational education program at the secondary school level. Many employers value the training vocational education students receive in work attitudes and general work-related skills more highly than specific job skills. If the schools are meeting the needs of the students and the employers in this regard, then there need not be excessive concern if there is some crossing of lines from training program to job. Yet all agreed that follow-up services and record-keeping are highly desirable, and funds should be allowed to be used for these purposes.

F. Use of Private Institutions

Only nine Councils reported moderate to extensive use of private vocational training institutions by the State Board of Education (question 12). Nine others reported at least some use of private schools. The consensus was that use of private facilities should remain permissive, much as it is in the present law.

G. Funding

One section of PL 90-576 states that vocational education is to be made available to "all persons in all communities of the state." State Councils were asked to estimate by what date they might actually be able to meet all needs (question 34). Some said as early as 1980, but the vast majority estimated needs could not be met until 1990 or beyond. One state which developed a detailed model based on the present level of funding, population growth, and percentage of the population needing vocational education estimated the target could not be met until the year 2165. The consensus was that if the intent of the law is to be met in a reasonable time, funding must be expanded and accelerated.

The State Councils were also extremely concerned about the timing of funding (questions 25 and 4). In order for planning to be efficient, information about how much federal money will be available must be obtained prior to the beginning of the fiscal year. Twenty-one Councils requested that such information be available at least a full year in advance, and another nine asked for such information at least six months in advance.

The State Councils also urged continuation of a carry-over provision such as the Tydings Amendment. Such a provision is essential when delays in receipt of federal funds would otherwise bankrupt programs. There had been some criticism that states carried over an excessive amount of funds. The State Councils reported an average carry-over of 10-20% of funds, a reasonable figure given the vagaries of recent appropriations (question 3).

H. State Advisory Councils

One of the striking innovations of the 1968 law was the creation of a system of independent National and State Advisory Councils. These Councils represented the consumers' view of vocational education before such consumer representation became fashionable. The presence of strong, independent, lay Councils has probably contributed as much as any single factor to the improvement of vocational education in recent years. State Councils report that they are autonomous (question 10); they are consulted on relevant matters (questions

6 and 20); they are used as a resource by other agencies (question 9); they produce a variety of reports and documents in addition to the required Annual Evaluation (question 8); and their recommendations are, in fact, implemented (question 7).

Among the ways in which Councils have provided services for other agencies in the states are: providing speakers for civic and educational organizations, assisting local advisory committees, stimulating better data collection systems, and providing information to legislative committees, manufacturing and labor organizations (question 9).

It is interesting to note that although there was some ill feeling toward Advisory Councils on the part of State Directors of Vocational Education when the Councils were initiated, by May 1973, the State Directors were moved to pass a resolution supporting the National and State Councils and commending them on their work. The resolution stated that Advisory Councils have been "especially effective" in determining vocational education "program needs" and "program effectiveness" and declared that "this information has been of great importance and assistance in developing a more effective administrative pattern of program planning, evaluation and accountability for vocational education."[2] This is an indication of the extent to which State Councils have eschewed a once feared antagonistic "adversary" role and adopted instead the role of constructive critic.

The State Councils are, on the whole, pleased with the sections of the legislation which established them. Some suggested that stronger wording mandating the independence and autonomy of State Councils could be helpful. A number of Councils desired to see clear and strong language in the law mandating that they review the extent to which State Plans are actually implemented and offering some procedure for enforcing compliance when serious discrepencies are uncovered.

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[2] Resolution of the National Association of State Directors of Vocational Education adopted at the meeting in Washington, D.C., May 2, 1973.

Conclusions

The State Advisory Councils on Vocational Education believe that the basic concepts embodied in the Vocational Education Amendments of 1968 are as valid today as they were then. The vocational education system is still growing. Needs are being met more effectively than they were five years ago, but the unmet needs are still enormous. A strong federal law is still needed. It should encourage the continued growth of vocational education, allow flexibility such that states can best meet the particular needs of their citizens, and, at the same time, retain some provisions to assure that federal priorities—such as the needs of the disadvantaged and handicapped—are met.

The National and State Councils hope that these documents will be of assistance to the Committee in developing the oversight hearings on PL 90-576. In addition to the above comments, the Councils would like to suggest that the Committee raise the following questions:

1. What system for developing and evaluating a State Plan would bring about the most effective planning at the state level?
2. How can research and exemplary programs be designed so as to have maximum impact on the vocational education system?
3. Should distinctions be made in federal legislation between pre-vocational career education and vocational skill training?
4. What form of federal law would best assure that the "hard to reach and hard to teach" are provided the vocational services they need?
5. Is there discrimination based on race or sex in the vocational education system?
6. In what ways can the provisions of Title X of Public Law 92-318 be incorporated into future vocational education legislation?

APPENDIX II

TABULATION OF STATE COUNCIL RESPONSES

SUMMARY OF RESPONSES

Question No. 1: What amount of Federal funds has your State received in each of the last five years?

With 40 States responding to this question --

More than half received an increase of better than 70% of Federal funding during the five year period 1969 -1973. The increases per state ranged from 5% to 151%.

A number of factors contributed to the tremendous range of percentage increase during the five year period. Although the basic allotments formula -- as described in Section 103 -- remained constant, the calculations varied year-to-year because of changes in population (15-19, 20-24, 25-65) in each state, and in average per capita income.

Additionally, the census 1970 (which used a different counting method than census 1960) offered new base figures. Also, in FY 70, there was a change in allocation of Part D funds to a minimum of $200,000 per state.

Question No. 2: If the full amount authorized had been appropriated, what amount would your state have received in each of the last five years?

See reports of individual states.

Question No. 3: What amount of the Federal funds were actually spent in each of the last five years?

With 35 states responding to this question --

More than half actually spent 70% more money in 1973 than in 1969. Most states spent whatever funds were carried over each year. An average of 10% - 20% of Federal funding received was carried over by each state from year to year largely due to the extreme lapse of time between allocation of funds and actual commitment.

Question No. 4: If funds were held over from year to year, why was this done?

With 39 states responding to this question --

It is apparent that almost all find it necessary to carry funds over from year to year primarily because federal funding is uncertain from the outset as to amount, and date of availability. It is -- in most cases -- impractical or impossible to generate program activities and expend funds prior to July 1 when they are not received until the year is half over.

Question No. 5: What is the ratio of educators to non-educators on your Council? Should this ratio be different? If so, why?

Of 36 states responding to this question --

More than half have Councils made up of less than fifty percent educators. A number of Councils suggested that the Councils have a youth representative.

Question No. 6: To what extent has your Council been consulted on vocational education policy in the State beyond the writing of the State Plan?

With 38 states responding to this question --

Thirty-two report moderate to extensive consultation of the Council on voc-ed policy in the state beyond the writing of the State Plan. This consultation has included participation in the development and review of exemplary programs; regular meetings of Council Members with state education officials and of state voc-ed personnel; advice to Committees of the state legislature.

Question No. 7: To what extent have the recommendations contained in your Council's evaluation report been implemented?

With 40 states responding to this question --

Twenty-two report extensive (over 60%) implementation of recommendations; sixteen report moderate implementation (25 to 60%). Some Councils indicate they are developing expertise in the formulation of their recommendations which is beginning to result in an increase in implementation. A selection from among the recommendations proposed by the Councils and implemented by the states affords convincing evidence of the effectiveness of SACVE's in contributing to the attainment of the goals of the federal voc-ed legislation.

Question No. 8: What alternatives to an annual evaluation report would be more effective than the present system? What actions havs you taken to follow up recommendations not adopted?

With 38 states responding to this question --

38 Councils replied to Part A. Of those, 12 were satisfied with the evaluation report as it is now.
16 Councils thought a report like the present evaluation report should continue to be required by law, but with language that it may be supplemented with other reports as seem appropriate. These Councils reported effective use of short papers on specific topics.
10 Councils thought the evaluation should take a completely different form. A number of Councils suggested a major report focusing on one or two topics, or a series of short reports.

23 Councils replied to Part B.
21 of those Councils reported that they followed-up recommendations through informal contacts and revisions and repetition of the recommendations in subsequent evaluation reports.
2 Councils reported using news media to publicize recommendations.

Question No. 9: Have you found that other agencies (e.g. LEA's, public, private schools, post-secondary institutions) desire to use the Council as a resource? Give examples of services provided.

With 37 states responding to this question --

More than half report that other agencies have used them as a resource to a significant degree. They have acted as a catalyst to stimulate and implement better methods of collecting and disseminating data; have provided speakers for civic and educational organizations; have assisted local advisory committees; have provided information for legislative committees, manufacturing and labor organziations, and proprietary schools. One Council has made a professional staff member available to travel to agencies and schools as a resource person.

Question No. 10: Is your Council able to function as the independent and autonomous agency the law and regulations require? Are there practices in your State that impede this?

With 39 states responding to this question --

Almost all report they are able to function as the independent and autonomous agency the law and regulations require. Those that answer 'yes' with 'reservations' cited state fiscal policies, covering such things as office space, travel, personnel, purchasing and printing.

Question No. 11: Are there problems in your state with the definitions provided in Section 108? If so, what changes should be made, and why?

With 38 states responding to this question --

There was a plea to make definitions consistent in different pieces of Federal legislation impacting on the same people and programs.

Although more than half of the states responding have apparently experienced no significant problems with the definitions provided in Section 108, some did report difficulty in communicating definitions of handicapped and disadvantaged to local education agencies.

Question No. 12: To what extent does the State Board use private vocational training institutions? Give data year by year.

With 39 states responding to this question --

Nine indicate moderate to extensive use of private vocational training institutions by the State Board of Education. In nine others, this use is minimal and fifteen states, plus the District of Columbia and the Virgin Islands, make no use of private vocational training institutions. Some state that use of such institutions is prohibited by state law and in one case (New Jersey) enabling legislation is being proposed.

The year-by-year date requested in this question vary in kind and completeness. A few indicate that such data are only now beginning to be kept. Some illustrations are given below.

Michigan gives data for 1973-74 only, showing 607 students in 27 institutions enrolled in seven different programs.

Texas has used two schools in 1971-72, and 19 schools in 1972-73, with all programs in cosmetology.

Arizona gives the following data:

FY	No. private schools	Number of Students	Number of LEA's sending
1971	4	13	1
1972	5	81	5
1973	9	177	12
1974	12	197	20

Massachusetts

FY	No. private schools	Number of Programs	Allocated
1970	10	6	$ 470,204
1971	7	6	379,170
1972	19	22	794,393
1973	19	23	843,761
1974 to date	8	10	380,482

(some contracts not closed at this time)

Question 13: What has been the allocation of resources in total dollars and percentages of all vocational education dollars spent in your state for each purpose under Section 122 for each of the last five years?

With 38 states responding to this question

Of those reporting data in an easily analyzable format, a large number show that secondary and post-secondary education receive the larger portion of funding. In some cases, secondary vocational education received as much as 45% of Part B funds, while in others, post-secondary voc-ed received as much as 50% of Part B funds. A few states reported using a high percentage of funds for construction, guidance, or ancillary services.

For more details, see individual reports.

Question No. 14: Are there problems with the definitions of post-secondary education, adult education, or other terms in your State? If so, how should they be changed, and why?

With 36 states responding to this question --

It appears that, while there is a small area of difficulty in separating the terms "post-secondary" and "adult" education as concerns specific programming, the difficulty is minimal, and, in general, the existing definitions pose no real problems.

Question No. 15: Are the definitions of handicapped and disadvantaged used in your State adequate? If not, how should they be changed, and why?

With 38 states responding to this question --

Twenty-two considered the definition adequate. Although there is some feeling that a need exists for more consistency in defining federal 'programs' dealing with the handicapped and disadvantaged, there does not appear to be any serious difficulty with the present form of the definitions.

Question No. 16: Are 10% for handicapped, and 15% for disadvantaged, adequate in relation to need?

With 36 states responding to this question --

More than half stated that 10% funding for handicapped and 15% funding for disadvantaged is inadequate in relation to need. There was a strong feeling that set-asides for these groups should be maintained at least at the current levels.

Question No. 17: Are the set-asides used as maximum allocations rather than minimums in your State?

With 33 states responding to this question --

More than half reported that set-asides are considered to be minimum funding levels.

Question No. 18: Is there maintenance of local effort in programs for the handicapped and disadvantaged in your State?

With 37 states responding to this question --

All but three report that there is maintenance of local effort in programs for the handicapped and disadvantaged. Some indicate the level of such support ranges from 55% to at least 25% after the third year. Of those answering in the negative, it was indicated that local funds were not available for the support of the programs.

Question No. 19: What would it take to meet the vocational education needs of the handicapped and disadvantaged in your State?

With 35 states responding to this question --

More than 70% suggested that increased funding is vital to meet the vocational education needs of the handicapped and disadvantaged in the states.

Question No. 20: Is consultation with the Advisory Council adequate? What changes should be made?

With 37 states responding to this question --

More than half felt that consultation with the Advisory Council is adequate, a few so stating with 'reservations.' Most of the changes considered desirable were related to earlier and more significant involvement with the State Plan. Other suggestions: better understanding of the Council's role with reference to the Board of Vocational Education and the State Board of Education; need for an effective management information system with positive feedback; State Department of Education to take initiative in keeping Council informed.

Question No. 21: Does the public hearing make a substantive contribution to the planning process? What changes would you suggest, and why?

With 40 states responding to this question --

Sixteen report that the public hearing makes a substantive contribution to the planning process. Some, however, propose changes. Among those finding that the public hearing has no effect, or a very minor effect, some of the proposed changes were that hearings should be:

more frequent; more widely announced; invitational; held in different geographical areas; held in fall, rather than spring; separate hearings for different interest groups; supplement by periodic questionnaires to concerned sectors of the public; better publicity to attract non-educators.

Question No. 22: What effect do the regulations, guidelines, and management practices of USOE and the regional offices have on the planning process in your State? If there are problems, give examples.

With 37 states responding to this question --

Five report that the regulations, guidelines, and management practices of USOE and regional offices are helpful, or at least have a satisfactory effect on planning processes. Twenty-two find them minimally to moderately restrictive, and ten find them extremely restrictive.

Several indicate difficulties resulting from the time schedule for announcing grants and releasing funds and state that this results in the State Plan being a compliance document, rather than an opportunity for innovative change.

Other problems mentioned include need for great flexibility so that the plan can be responsive to the unique needs of each state; need for change in guidelines on maximum earnings in work-study programs; need for review and simplification of reporting system.

Question No. 23: Do OE requirements result in an understatement of the needs and of the resources that would be required to meet those needs?

With 29 states responding to this question --

The intent of this question was to draw out discussion of the influence of the USOE requirements that State Plans be stated in terms of available Federal dollars rather than in terms of true need. The question, however, was not sufficiently clear to evoke the desired discussion.

Question No. 24: Is the planning process inhibited by a lack of adequate data?

With 40 states responding to this question --

Although the majority indicated the actual existence of adequate data, difficulty in obtaining it in a current, accurate, and useful format appears to cause great difficulty in the planning process.

Question No. 25: What forward funding procedures would permit Federal dollars to be used most efficiently?

With 38 states responding to this question --

All were concerned about the difficulties caused by lack of information on Federal funding at the time plans for expenditure must be [illegible] states asked that funding be announced a full [illegible] the beginning of the fiscal year; [illegible] least six months lead time; seven [illegible] an "earlier" announcement; and one [illegible] the establishment of a permanent minimum [illegible] Federal funding. Five states specifically requested the continuation of the Tydings Amendment.

Question No. 26: Is data accessible to the Advisory Council to allow you to compare goals as stated in the State Plan with actual accomplishments? What changes are necessary?

With 38 states responding to this question --

Twenty-seven reported data are accessible -- ten states reported either that data are not accessible, or that they are of poor quality. Suggested changes were: improvement in accuracy of existing data; establishment of an effective management information system; sensitize administrators in smallest educational unit to need for valid data; better identification of goals.

Question No. 27: In your state, what type of consideration is given to Parts A, B, C, and D?

See reports of individual states.

Question No. 28: Is there a problem of demographic data not accurately reflecting need? If so, please give examples.

With 36 states responding to this question --

Almost all indicated a problem exists and that there are difficulties with kinds of data plus general validity and current accuracy. Some contributing problems were: applying data to local needs in areas where sparse population exists over a large area; population shifts; use of different data bases; migration from rural to urban areas.

Question No. 29: Are there instances in your state were LEA's were constrained in establishing needed voc-ed programs because the state required raising funds that LEA could not raise? Details.

With 36 states responding to this question --

The distribution of yes and no answers was fairly even -- 19 to 17, respectively. Some specific restraints mentioned were: timing of federal and state appropriations; local priorities in matching fund requirements; state restrictions on LEA's budget growth.

Question No. 30: Are the minimum personnel requirements in your state realistic? What changes should be made, and why?

With 36 states responding to this question --

Most indicated that their personnel requirements were fine and realistic. There was consensus that such requirements should be set at the state level.

Question No. 31: Do vocational education planners receive adequate data from the employment services? Are there obstacles to cooperation?

With 39 states responding to this question --

38 reported having problems of some type, but more than half felt the situation was improving. The most common complaint was that available data are in varying forms which makes translation difficult. Most serious of the problems appeared to be lack of funds and totally unuseable format.
Of the 24 states responding to the second portion of the question, where problems exist, most felt there was cooperation and good will. Most serious obstacles appeared to be lack of funds and staffing.

Question No. 32: What obstacles stand in the way of cooperation among agencies in the area of economic development? What changes should be made?

With 33 states responding to this question --

Eighteen reported no obstacles at all; six states reported difficulties in communication caused by the proliferation of agencies; and nine reported a variety of other problems, the most common being lack of funds.

Question No. 33: What were the Federal, State, and local dollar expenditures for vocational education in each of the last five years?

See answers of individual States. Differences in procedures for computing local and state expenditures render comparisons among states and tabulations across states all but meaningless.

Question No. 34: Extrapolating from the last five years, how long will it be before your state can furnish vocational education to "all persons in all communities of the state?"

With 31 states responding to this question --

Some states said as early as 1980, but the vast majority estimated needs could not be met until 1990 or beyond. One state (Missouri) which developed a detailed model based on the present level of funding, of population growth, and of percentage of the population needing vocational education, estimated the target could not be met until the year 2165. The concensus was that if the intent of the law is to be met in a reasonable time, funding must be expanded and accelerated.

Question No. 35: After two years of experimenting with a new Table 3, are you satisfied with the way it is used by the State Board and with the review and approval process of USOE? If not, what changes would you recommend and why?

With 37 states responding to this question --

28 were satisfied and 9 not so satisfied. Among comments and recommended changes were: little real federal evaluation; perfunctory approval process by USOE; difficult to determine benefits from goals, objectives, activities.

Question No. 36: Section 123 18 reads:

"includes provisions which shall assure that funds authorized by this title will not be used for any program of vocational education (except homemaking programs under part F) which cannot be demonstrated to (A) prepare students for employment, or (B) be necessary to prepare individuals for successful completion of such a program, or (C) be of significant assistance to individuals enrolled in making an informed and meaningful occupational choice."

Has this provision resulted in the exclusion of the mentally retarded, educationally disadvantaged, or or the handicapped from programs? Give examples.

With 37 states responding to this question --

All but one reported that the provision had not resulted in such exclusions. One indicated that -- on the contrary -- the provisions equipped the state with a vehicle to determine if such exclusions do occur. Another said that the provision resulted in the relegation of students in these categories to special education programs. There was one report that some exclusion has resulted from an interpretation of the law to mean that only students already in programs could be served. The same state said it was not possible to fund programs for persons in correctional institutions.

Question No. 37: How effective has the review and approval role of USOE been? If there have been problems, please give examples.

With 39 states responding to this question --

Almost all indicated no problems, or at least no major problems, with the majority reporting the role of USOE as moderately to extremely effective. Among the problems or suggestions were:

- USOE may have been too lenient in some cases
- delay in approval results in difficulties in negotiating research contracts
- give SACVE more authority in review and approval
- approval is perfunctory -- a proforma document for application of federal funds
- too much attention to format

Question No. 38: In cases in which the State Board has declined to implement recommendations of your Council, without adequate documentation, has the Commissioner of Education adjudicated the matter? In such an event, was the adjudication to your satisfaction?

With 37 states responding to this question --

Such adjudication has never been requested. However, the states felt that the provision for adjudication should remain in any subsequent legislation.

Question No. 39: Has any local agency found it necessary to request a review? Give details.

With 36 states responding to this question --

There has apparently been no need for review. Those replying "yes" refer to questions resolved at the state level. States felt, however, that the provision for review should be kept in subsequent legislation.

Question No. 40: Are exemplary programs directed at the needs of your state? What changes would you recommend, and why?

With 37 states responding to this question --

Thirty - one report that exemplary programs are directed at the needs of their state: six that they are not. In this last category, there was indication that the true needs of the state had not been identified and thus no basis for an answer. Some changes recommended were:

- statewide coordination of effort
- involve more students
- greater flexibility in types of programs
- more involvement by SACVE's in determining appropriations

Question No. 41: Is there an adequate system for the dissemination of the findings of research and exemplary programs in your state?

With 36 states responding to this question --

Nineteen answered 'yes,' seventeen 'no.' There were also indications that improvements were needed including two states planning a clearing house operation, and one requesting a research coordinating unit.

Question No. 42: Does the Board of Education offer financial or other incentives to local school districts to implement programs which have proved successful as exemplary projects?

With 36 states responding to this question --

Yes and no answers were nearly equal. In some cases, the affirmative answers were qualified as minimal or restricted to certain types of programs. One reported that special factors arising out of court decrees imposed restrictions; another that such incentives had been recommended by the Board of Vocational, Technical and Adult Education.

Question No. 43: With the decline of Job Corps, is there now a need for residential programs in your State? Give examples.

With 35 states responding to this question --

Twenty indicated there was such a need, particularly for special groups such as those in correctional institutions, or recently released for rehabilitation. Among those stating that there was no need for such programs, mention was frequently made that non-residential programs were within easy commuting distance for all students.

Question No. 44: How is the one-third mandate for the disadvantaged being used?

With 36 states responding to this question --

Uses of Part F funds in economically depressed areas included: supplementary classes, special projects, secondary programs, adult programs, and teachers' salaries.

Question No. 45: Have separate Parts C thru I helped or hindered development of voc-ed in your state?

With 34 states responding to this question --

Thirty-one indicated the separate parts have helped in the development of state programs. Of those who said it helped develop programs which would otherwise not have been undertaken, some said the separate parts caused some administrative problems. The general consensus was that despite some administrative difficulties and restrictions, the separate parts had helped.

Question No. 46: Could some or all of those categories be effectively consolidated into a single bloc grant for voc-ed?

With 34 states responding to this question --

Ten states said No to bloc grants for voc-ed. Most others felt that some degree of consolidation could be accomplished. Some suggested specific categories to be consolidate, such as C and D, G and H. Many felt that Federal priorities should be established, but giving the states maximum latitude. Some felt that bloc grants should be made, but on the basis of grade level categories -- pre-voc-ed, secondary, post-secondary, and adult. No state favored total consolidation without qualification of some kind. Those who opposed consolidation felt that existing programs would suffer and needs not be met.

Question No. 47: Will there still be a need for State plans if there is consolidation? If so, do present state plan requirements need strengthening?

With 33 states responding to this question --

All said there would be a need for state planning under consolidation. Most felt that improvements needed to be made in the state plan to make it more of a true planning document, and less of a compliance document -- more content, less format. Many thought the state needed more flexibility in their planning process than is afforded by the present document. Some thought it should be on a multi-year basis, rather than annual.

Question No. 48A: Do vocational education students in your state find jobs in the area of their training?

No. 48B: Is this situation better now than it was in 1968?

No. 48C: Are legislative changes needed related to coordination of training or job openings?

With 27 states responding to these questions --

All stated that students in their states do find such jobs. Most indicated that the situation is better than it was in 1968, and nearly half consider that legislative changes are needed for coordination of training or job openings. Many indicate the urgent need for more and better data and for the design of an effective follow-up instrument. At least some states questioned the use of placement of students in their areas of training as an evaluative tool.

Question No. 49: How many students enrolled in vocational education in each of the last five years? In secondary school programs each year? Post secondary? Give breakdown of enrollment by programs, ethnic group, and sex.

See reports of individual states.

Differences in reporting procedures make tabulation unproductive.

Only three reports (New Mexico New York, Washington) contain breakdown by ethnic group. Ten contain breakdown by sex (California, Colorado, Connecticut, Hawaii, Kansas, Kentucky, Michigan, New Mexico, New York, Washington).

Question No. 50: What percentages of all secondary students did vocational students represent each year?

With 28 states responding to this question --

An increase of 14% was reported in the percentage of secondary students enrolled in vocational education. There is, however, a problem of differing procedures for identifying and reporting enrollment from state to state. This makes any comparison of one state to another or any general tabulation subject to question.

Question No. 51: How many vocational education teachers have taught in your state in each of the last five years?

With 26 states responding to this question --

There was great variation in the number of teachers from state-to-state (see individual reports for figures). All states reported an increase from 1968 to 1973. The average increase over the five-year period was 52%.

APPENDIX III

TOPICS OF RECOMMENDATIONS OF INDIVIDUAL STATE COUNCILS

Many of the State Advisory Councils submitted recommendations for vocational education legislation in addition to answering the questionnaire. The following outlines of the topics of those recommendations, state-by-state, are intended to serve as a reference guide. These brief notes, of course, cannot convey the full range and depth of a State Council's comments, and the full text should, therefore, by consulted before any conclusions are drawn. The full text of each Council's report appears in Appendix IV.

ALABAMA

- Continue Public Law 90-576 with following additions:
  - -Consolidation of Title I, Parts F,G, and H with Part B
  - -Amend Title I,Sec. 123 to include local advisory councils
  - -Revise Part E to include area vocational school construction and equipment
- State Plan
  - -Keep but make more flexible to give maximum latitude to states

ARIZONA

- Forward funding -- provision for carryover
- Categories -- keep but allow states to set percentages in accordance with needs and priorities
- State Plan -- continue with fewer compliance requirements

ARKANSAS

- SACVE -- continued support with more explicit mandates from Congress to HEW and USOE and more financial support
- Categories -- keep but do not increase in number

CALIFORNIA

- Forward funding to give sufficient planning time
- Combine all federal programs for disadvantaged and handicapped within a total educational program
- Simplify federal reporting system

COLORADO

- Need additional funds to meet the needs of the handicapped

CONNECTICUT

- Forward funding; keep categories
- USOE's formula for allocating funds to SACVE's has been inadequate for small states

DELAWARE

- 1968 Amendments have been responsible for broad expansion of voc-ed programs and services. Quality of instruction and competencies of graduates have increased dramatically.

(Delaware continued)

- Has generated state and local financial support for voc-ed to ratio 9 (state/local), to one (federal).
- Need complete funding including appropriations for PL92-318

DISTRICT OF COLUMBIA

- Forward funding; keep categories
- 1968 Voc-Ed Amendments have initiated extremely promising trends in voc-ed that could not otherwise have emerged in our local school system. We need federal support in the form of guidance, as well as funds.

FLORIDA

Report provides full explanation of all recommendations and of the tremendous improvement since 1963 -- diversification, new, innovative program, change to more positive attitude by the people.

- State Plan -- keep plan, at least as state guide, but remove detailed regulations
- Categorical programs -- keep, but make possible transfer of dollars from one to another
  -- greater flexibility in type of programs eligible;
  -- raise work-study upper age limit to 30;
  -- make funds available on continuing basis for curriculum revision;
  -- more financial support for introducing innovation into schools;
  -- increase EPDA;
  -- 'aggressive' program in teacher and counselor education;
  -- if delete categories, keep funding
- Set-asides -- keep, but make flexible or eliminate, but keep funding
- SACVE -- keep as is
- Other -- lead time in funding

GEORGIA

- Keep State Plan -- will become more important if consolidation occurs
- Consolidation may be necessary but programs which lose their identity are often not considered priority items for funding
- Most important goal accomplished under 1968 Amendments is the establishment of state-level leadership for Vocational education

HAWAII

- Forward funding.

ILLINOIS

Council feels that full potential of this Act is only now coming to fruition. Impact in Illinois has exceeded expectations efficiency of utilization of funds very high.

- Current provisions of 1968 Amendments should he continued and expanded.
- Categorical funding continued -- otherwise there will be no concerted national thrust
- Advance funding

INDIANA

Voc-ed programs greatly improved since inception of Council.

IOWA

If state commissions are established, SACVE will still be needed to advise.

KANSAS

State Educational Planning Commission should be established.

KENTUCKY

- Continue Education Amendments of 1968
- Increase funds
- Carryover funds -- permanent
- Keep categories -- direct funds to 'hard to reach,' and 'hard to teach'
- SACVE's -- keep, with $50,000 minimum
- Federal bureaucracy -- consolidate; unified leadership; support for professional training

LOUISIANA

- Forward funding and provision for carryover
- No bloc grant for all categories, but better coordination among categories

MAINE

- Maine SACVE supports improvements in present legislation which will lead to increased interaction between academic and vocational programs, and between professionals and laymen.
- If 1202 Commission is established, Maine SACVE would be a watchdog for any narrow partisan simplification.
- Let Title X go into operation; any fresh study would produce different compromises -- unlikely to produce better ones.
- Council should play vigorous role in shaping 1202 Commission -- needs staff, and funds.

MASSACHUSETTS

- Continue, increase funding
- Federal mandates for more action to problematic areas -- locals tend to find easiest-to-manage programs
- SACVE's -- continue, more flexible membership; fewer, educators; require minimum funding
- State Plan -- continue, but more flexible; SACVE should be involved in objectives and goal - setting stage of State Plan
- Forward funding
- Research and training -- more Council involvement
- EPDA
- Consolidation -- C-I; more flexible
- Open innovative delivery systems

MICHIGAN

- Forward funding
- Keep categories

MISSISSIPPI

- More funds
- Single bloc grant instead of categories would be too dependent on administrative determination of need -- keep categories
- Forward funding

MISSOURI

- Continue Tydings Amendment
- Forward funding -- one year

MONTANA

Has benefited tremendously from PL90-576 and encourages continued effort by the Congress to provide significant financial support to vocational education.

NEBRASKA

- keep categories
- State Plan -- continue, with annual reviews
- forward funding
- continue EPDA
- SACVE's -- keep; more funds
- continue Tydings amendment

NEVADA

- forward funding -- by January 1 of preceding fiscal year

NEW HAMPSHIRE

- insufficient funds for disadvantaged and handicapped
- forward funding -- one year
- keep categories
- uniform data for all agencies

NEW JERSEY

- forward funding -- at least six months
- keep categories

NEW MEXICO

- endorses present law -- no major revisions necessary
- funds not adequate for disadvantaged, minorities
- give Council power to recommend level of federal funds in state for vocational education
- set minimum funding base for each state
- keep categories

NEW YORK

Although Federal VEA 1968 has enabled New York to institute new vocational education programs, and help more students -- especially handicapped and disadvantaged -- much more can be done.

(New York continued)

- amount of funding not realistic -- limitation to three years means loss of flexibility consistent with program implementation needs
- 1972 Amendments a patch-up sort of endeavor
- 1202 Commission unnecessary
- SACVE (New York) would support N.Y.Board of Regents as the Commission if one is created
- NYSACVE supports outright non-matching funding for occupational education on basis of identified needs
- law should require involvement of SACVE to assure citizen involvement and grassroots thinking

NORTH CAROLINA

- State Plan -- simplify and require 3-5 year basis
- forward funding
- permanent carryover provision for two year period
- keep SACVE -- revise membership categories
- bloc grants for grade or age levels
- categorical funding (set-asides) limited to ancillary areas

OHIO

Continue current provisions; increase funds

OKLAHOMA

- forward funding
- do not have enough spaces at area schools or enough teachers at present funding rate -- federal funding sets pace for state and local

OREGON

- federal funds being used to support State Department of Education
- set indirect costs lower
- keep categories

PENNSYLVANIA

- reinstitute Tydings Amendment
- common, nationwide statistical gathering procedure
- one agency for labor market information at all levels

(Pennsylvania continued)

- common description of labor market
- skills and coding system (USOE code, Dictionary of Occupational Titles, military occupational specialty)
- keep categories
- strengthen SACVE

SOUTH CAROLINA

- increase funds
- all voc-ed programs under education committees in Congress and USOE
- forward funding
- Title X of 92-318
- require State Plan
- SACVE -- continue and strengthen
- modified bloc grant system 7-9, post-secondary

SOUTH DAKOTA

Keep basically the same, but put in-advance, long-term funding.

TENNESSEE

- funding one year in advance
- consolidation: eliminate F; save C; save D; insure growth in curriculum and counseling services
- continue set-asides
- make State Plan guidelines more flexible

TEXAS

- separate Parts C through I have outlived their usefulness and are now too rigid and specific
- forward funding -- at least one year
- If State Commission is established, SACVE should be of great assistance to it; Council would need additional staff

UTAH

- keep categorical grants
- earmark funds for job development and job placement directors
- forward funding -- at least six months

VIRGINIA

- NACVE continued and strengthened
- SACVE continued and strengthened -- better balance of membership categories
- forward funding
- bloc grants by grade levels with categories limited to auxiliary areas
- permanent carryover provision such as Tydings Amendment
- State Plan -- requirement continued but simplified

WASHINGTON

- forward funding
- allot at least some of the total appropriation on basis of projected need and priority rather than formula
- keep Part F separate; C and D could be combined

WEST VIRGINIA

- forward funding -- at least six months
- keep categories

WISCONSIN

- Federal Department for Education and Manpower with Cabinet status
- voc-ed involvement in manpower
- stop reorganizing OE
- advance funding
- placement by high schools
- data
- Title X
- youth group: career ladders

PUERTO RICO

- replace phrase 'occupational ed' with vocational -- include adults
- provide funds for private schools
- no categorical grants
- accountability
- more funds

VIRGIN ISLANDS

Continuation of P.L.90-576 at minimum level of $50,000 for Council is imperative if impact on jobs for youth in the Islands is to continue and increase.

- forward funding -- at least one year

APPENDIX IV

The National Advisory Council on Vocational Education and all of the State and Territorial Advisory Councils on Vocational Education were involved in the development of this Special Report. Forty-six Councils were able to complete a full, individual, State report by the March deadline necessary for inclusion in the above tabulation and summary.

A list of those State Councils follows, and the full text of the Report of each is attached.

ALABAMA
ARIZONA
ARKANSAS
CALIFORNIA
COLORADO
CONNECTICUT
DELAWARE
DISTRICT OF COLUMBIA
FLORIDA
GEORGIA
HAWAII
ILLINOIS
INDIANA
IOWA
KANSAS
KENTUCKY
LOUISIANA
MAINE
MASSACHUSETTS
MICHIGAN
MISSISSIPPI
MISSOURI
MONTANA
NEBRASKA
NEVADA
NEW HAMPSHIRE
NEW JERSEY
NEW MEXICO
NEW YORK
NORTH CAROLINA
OHIO
OKLAHOMA
OREGON
PENNSYLVANIA
RHODE ISLAND
SOUTH CAROLINA
SOUTH DAKOTA
TENNESSEE
TEXAS
UTAH
VIRGINIA
WASHINGTON
WEST VIRGINIA
WISCONSIN
PUERTO RICO
VIRGIN ISLANDS

Senator PELL. The next witnesses will be a panel consisting of American Association of Community and Junior Colleges, represented by John E. Tirrell, vice president for governmental affairs; the American Vocational Association, represented by Dr. Mary L. Ellis, president and Lowel A. Burkett, executive director; the American Personnel and Guidance Association, represented by Charles L. Lewis, executive director and Patrick J. McDonough, assistant executive director for professional affairs; the National Association of State Universities and Land Grant Colleges, represented by Jerold Roschwalb, director of governmental relations; and Newton O. Cattell, director of Federal relations for Penn State University.

Senator Schweiker has other commitments this morning and he would like to hear from Mr. Cattell from his State. So we will start with Mr. Cattell.

STATEMENT OF NEWTON O. CATTELL, DIRECTOR OF FEDERAL RELATIONS FOR PENN STATE UNIVERSITY, NATIONAL ASSOCIATION OF STATE UNIVERSITIES; JOHN E. TIRRELL, VICE PRESIDENT FOR GOVERNMENTAL AFFAIRS, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES; MARY L. ELLIS, PRESIDENT AND LOWELL A. BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION; CHARLES L. LEWIS, EXECUTIVE DIRECTOR AND PATRICK J. McDONOUGH, ASSISTANT EXECUTIVE DIRECTOR FOR PROFESSIONAL AFFAIRS, AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION; AND JEROLD ROSCHWALB, DIRECTOR OF GOVERNMENTAL RELATIONS FOR PENN STATE UNIVERSITY, A PANEL

Mr. CATTELL. I am Newton O. Catell, director of Federal relations at the Pennsylvania State University. Because I cannot claim to be an expect on vocational education and because I do not know all the activities of my members, I would like to have Jerry Roschwalb here with me.

Senator PELL. As a matter of procedure, your full testimony will be printed in the record. It will be thoroughly examined. I would hope that you would make your remarks as abbreviated as possible. From the viewpoint of leaving an imprint on the Senators' minds, I think the exchanges between the Senators and the witnesses has a lasting effect while the reading of testimony sometimes does not have that same type of lasting impact.

So proceed.

Mr. CATTELL. I think I got the message.

I do want to express our appreciation to you and Senator Beall for introducing S. 942.

I will go from there to mention we have prepared a formal statement and we hope it will be introduced in the record.

Senator PELL. It will be placed in the record at the conclusion of your testimony.

Mr. Cattell. In the statement we talk about the history of the members of our institution and occupational needs of the States.

We do make special appeal for consideration for part-time students in that testimony because these people are frequently heads of households and they cannot afford the luxury of going to school full time. We think Federal law should give them equal consideration.

I am going to limit my testimony to a brief discussion of three issues that we hope the committee will consider.

The first relates to the size of the postsecondary set-aside, the second to the authorized use of Federal funds, and the third to the manner in which the funds are distributed by the State agency to the institutions.

To simplify the discussion and to keep it brief. I have a chart for each one of these issues, if I may.

The first is the size of the postsecondary set-aside, which in my opinion is almost a nonissue, almost but not quite. When our colleagues from the American Vocational Association propose to double the size of postsecondary set-asides, we were grateful for that evidence of agreement on national priorities.

But I think we have to understand the implications of that because how much of an increase is this?

My first chart will show that 23.9 percent of the Federal funds under part B were spent on postsecondary in 1973 even though only 15 percent was mandated by law. But note what happens when the funds for the disadvantaged the handicapped and construction are attributed to their proper categories. Now, we find 27.1 percent actually postsecondary in 1973.

Finally, the American Vocational Association in their estimate suggests that the 30 percent should include the adult programs.

Senator Pell. Let me make sure I understand, what you are saying. While only 15 percent is mandated by law, 23 percent was actually spent, and that in addition to that, you went up to 35 percent with other programs.

Mr. Cattell. Categories there for disadvantaged, handicapped, and construction fit into the categories of secondary and postsecondary. When funds for adult programs are added, postsecondary got over 35 percent.

Senator Pell. These are Federal dollars that were spent on vocational education for kids who finished high school. Last year 65 percent was spent for kids in vocational education in high schools, is that correct?

Mr. Cattell. By definition they finished or left high school and they were over 16 years of age.

Senator Pell. Thirty-five percent covers all those who left high school.

Let me put it another way: 65 percent was then spent in vocational education for kids in high school?

Mr. Cattell. Yes, sir.

This column here is postsecondary plus adult programs (indicating). Postsecondary set-aside is now in excess of 35 percent. Because of the uneven record in the States, we think it is important to mandate a postsecondary set-aside that represents the national priority.

More important than the size of the set-aside in our opinion is the use to which the set-aside is put.

Senator PELL. Do you think there should be more than 35 percent spent for non-high school?

Mr. CATTELL. S. 942 suggests that 40 percent would be a reasonable figure.

Senator PELL. Would your colleagues, who are advocating career education in high schools, agree with you?

Mr. CATTELL. I don't know.

Senator PELL. Are any represented in the panel?

Mr. CATTELL. AVA says 30 percent. I think Mr. Pucinski just said 25 percent.

If I may proceed then to our second issue, the authorized use of Federal funds.

Mr. Chairman, whatever uses are finally agreed upon, we would like to appeal to you and to your colleagues for precision and clarity so that the ultimate objective of the legislation is carried out.

In fact vocational money today may be used for almost any purpose, so long as by some stretch of the imagination, vocational education is improved or expanded.

My second chart tells of the use that our association advocates. We believe that it is appropriate to use Federal funds for the expansion of enrollment in occupational education and to defray a part or all of the extra cost it takes to start up and conduct operational programs.

I hope we can be questioned about these uses, but for the sake of brevity let me reemphasize that most important to us is that the uses be sufficiently clear so that the institutions and the State agencies may be held accountable for how they use the money.

Mr. Chairman, the most serious shortcoming in the current law and in the way the law is implemented in our opinion is the manner in which the funds get from the State agency to the institutions. This is my third issue.

State plans do not necessarily relate accurately to employer needs, student demand, and institutional capacity to serve.

According to the General Accounting Office, State plans are prepared only for compliance with OE requirements in order to receive funding. The result is that the State agency for vocational education has nearly unlimited discretion as to which institutions to fund and with how much money.

My final chart shows what our bill would do to limit State agency discretion. Note that we invoke the 1202 State commissions to plan for postsecondary occupational education in the States.

A choice of 1202 is made because we do not think that planning for postsecondary occupational education should be isolated from planning for all of postsecondary education.

Before continuing with the chart, may I add that S. 942 amends section 1202 so that the States may conduct their planning efforts according to unique State circumstances. The new 1202 would require broad participation by the public and by the various institutional interests in the planning process.

It authorizes the States to use a variety of means to accomplish that participation including, but not mandating institutional membership on the State commission.

But to return to the issue of State agency discretion, the State 1202 commission in our legislation would assess employer needs, student demand, and institutional capacity.

For the sake of discussion, we call this a research plan (indicating). This is to distinguish it from a compliance document.

The 1202 State commission would then prepare an operational plan, outlining for the State administrative agency how to select the institutions that would serve, and it would prepare funding guidelines for the use of the administrative agency.

Finally, the 1202 State commission with the State advisory council would evaluate compliance with the State plan and report the results of that evaluation to the Commissioner.

I hope you will note, Mr. Chairman, that we did leave the best for last, the issues of the size of the set-aside and the use of State funds are moot if the State agency continues to have unlimited discretion in law to spend Federal funds as it sees fit.

Thank you.

Senator **Pell**. Thank you very much indeed.

Senator **Schweiker**. Thank you.

Senator **Pell**. I thought we would get the presentations of each of the members out of the way and have some questions after that.

Mr. **Tirrell**. Senator, I believe since our concerns are mainly postsecondary, it might be best if I go next.

For the record I am John E. Tirrell, Vice President for Governmental Affairs of the American Association of Community and Junior Colleges.

For the record, we have over 1,000 institutions that last fall enrolled over 3.5 million students, about half of them in occupational programs. That is, about 1.7 million individuals are in occupational programs in community colleges, junior colleges, and technical institutes.

According to U.S. Office of Education figures, this amounts to about 72 percent of all postsecondary vocational students. Thus, we have a major concern in this legislation but not because of some newfound commitment, or to protect vested interests.

Not here out of some new-found egalitarianism; for many years we have worked with individuals in the belief that there is dignity in all work, and that it is valuable to take an individual as is, and help him or her to develop skills for a job that is really available in our work force.

Not here out of "greed or turfmanship": for years community colleges have allocated scarce resources to work with individuals in the inner cities, with disadvantaged and minority individuals—largely with local and State funds.

Not here to request continuance of obsolete programs; created in the main by local citizen action, not by Federal lobbying, community colleges are very responsive to real local needs, so they are not only willing but do terminate programs as the requirements of the work force change.

Not here to request protection for millions of dollars for State administration; since we are "grassroots" in orientation and are created to serve real local needs rather than being created by Federal legislation, community colleges are service oriented rather than organization directed to serve forms, plans, and a bureaucracy.

The proposal supported by AACJC in S. 939 is in the main a continuance of the current legislation rather than a radical overhaul or reorganization into many new titles. Four changes are recommended:

One: Sending Federal funds for postsecondary occupational education directly to the State agency charged with planning for all postsecondary education.

Two: Increasing the minimum percentage for postsecondary occupational education from 15 to 40 percent.

Three: Establishing local coordinating committees charged especially with coordinating occupational education planning with manpower planning under the Comprehensive Employment Training Act.

Four: Limiting Federal funds for administration to 5 percent and providing up to 1[illegible] percent for counseling and guidance.

BACKGROUND

In the 1968 amendments, the Congress mandated that a minimum of 15 percent of part B funds should be used for students in postsecondary programs.

In testimony before the Subcommittee of the House Education and Labor Committee on August 13, 1974 [tab Q], AACJC documented that in recent years a number of States had not fulfilled this requirement of the law. Later in the fall, the General Accounting Office issued a report that showed a similar disregard for the law's handicapped and disadvantaged set-aside requirements, as well as documenting on page 98 [tab R] the AACJC assertion that the minimum of 15 percent for postsecondary was not being observed in 10 or more States in the last 4 years.

This was not the case in all States for in some—as we call them "enlightened" States—postsecondary programs are receiving about 50 percent of the total Federal funds. This brings about an average of 23.5 percent for all States for postsecondary, but this figure obscures the unfairness and inequity to the people in the States which allocate less than the legal minimum to postsecondary occupational training opportunities.

To keep the chronology complete, the Office of Education reports released last fall, for fiscal 1973, again show that 10 States are not expending the required minimum of 15 percent on postsecondary programs [tab S].

Time does not permit going into detail on the significance of postsecondary occupational training. Enrollment has been growing rapidly since 1968, and it seems certain that the proportion of students seeking postsecondary occupational training will increase—due in part to demographic developments, but also in part to the training and retraining needs and interests of the adult population.

Additionally, the quality and effectiveness of postsecondary occupational education is consistently shown to be better in terms of the student's employability following training. This is documented in an evaluative article by Beatrice Reubens of Columbia University which surveys and analyzes the literature on this topic [tab T].

REACTION OF MEMBERSHIP

We have consulted with many of our member institutions, located in 426 congressional districts, in developing this proposal. Consultations included a meeting of a national task force last February, a special meeting of our Council for Occupational Education, two meetings of our State directors, and special meetings in many States—two in California. The response was almost unanimous: the vast majority want the two major changes proposed to help them provide even more individuals with occupational training.

For example, all the community and junior college presidents from Oklahoma, with the chancellor for higher education, came to Washington and received from their entire House delegation support for these positions. Last week in Kansas, four separate groups of community college representatives—administrators, trustees, faculty, and students—separately endorsed S. 939, seeing in it great potential to serve the students in their 19 community and junior colleges.

In a supplementary statement [tab U], the American Association of Women in Community Colleges suggest some modifications to the act which would provide a focus on the needs of women in occupational education.

None of the AACJC suggestions is intended to reduce programs for secondary students. The secondary program is large and important but the system is built now, and at present there are a declining number of children in the elementary schools. In fairness and equity, more emphasis is now needed on postsecondary programs.

An analysis of current contributions indicate this can be done best by using the nationwide system of community and junior colleges, and technical institutes.

An analysis of area vocational schools in 1974–75 [Tab V] shows the following:

One: The 24 States with 46.5 percent of the postsecondary area vocational schools, that make heavy use of community colleges, enroll 64 percent of the postsecondary students.

Two: Conversely, the 25 States, with 51.7 percent of the area postsecondary vocational schools, that make little or no use of community colleges, only enroll 33 percent of the postsecondary students.

Thus, it would appear from this evidence that the greater use of community colleges increases the number of individuals receiving postsecondary occupational training. Proposals in S. 939 supported by AACJC [See chart, tab W].

The Vocational Education Act of 1963, as amended in 1968, has given some national discretion, but the implementation and major funding in the development of vocational education in the Nation has been by the States. We believe it is time to reconsider some of the act's basic provisions to meet changing circumstances, including recognition of the major role of postsecondary institutions and systems in career and occupational education. Simple extention of the 1968 amendments or more of the same is no longer adequate. At the very least any extension or new amendments should take into account title X-B of the Education Amendments of 1972. The emphasis in the act should be flexibility to meet the needs of citizens at local, State, and national levels.

The importance of postsecondary occupational education and the necessity of taking it fully into account in any effective comprehensive planning for postsecondary education within the States, is clear. This was recognized by the Congress in title X-B of the Education Amendments of 1972 by specifically making planning for postsecondary occupational education an integral part of the overall planning process to be carried out by State postsecondary education [1202] commissions.

If career and occupational needs of persons of post high-school age and older—as well as the human resources needs of the States and Nation—are to be met, then overall postsecondary education comprehensive planning, not for the purpose of compliance with Federal regulations but to serve the citizens of the States and the Nation, is essential.

This can be done by removal of the "sole State agency" requirement as applied to all vocational and occupational planning and administration at the State level. The act should provide for a planning and administrative agency for the elementary/secondary level and a planning and administrative agency at the postsecondary level.

The problems at each level are not the same. While there should be provision for common efforts and coordination of planning on the two levels, to mandate that they be done by a "sole State agency" is in actuality to create a third branch of education rather than to recognize the integral involvement of vocational and occupational education with the education process at each level.

Planning for postsecondary occupational education should be an integral part of comprehensive planning for all of postsecondary education as a whole within the States. To make it otherwise is to encourage fragmentation, conflict, duplication, and ineffective use of resources. The responsibility for such occupational planning should rest with the State postsecondary education agency primarily responsible for comprehensive postsecondary planning within the State.

Thus, S. 939 has the Federal funds flow to the 1202 commission—now designated in 47 States—the agency charged with planning for all postsecondary education.

It in turn can designate a new or existing agency—including the State board for vocational education if it chooses—to administer the program. This use of another board is in fact what is now done in at least two States—California and Washington.

The increase in the minimum for postsecondary is recognized in the American Vocational Association bill, which calls for 30 percent minimum for postsecondary and adult programs.

This is in reality not an increase, for actual fiscal year 1973 figures show 27.9 percent of Federal funds expended for postsecondary, and 8.5 percent for adult programs, or a total of 36.4 percent. Thus, an increase for postsecondary alone to 40 percent is not large in view of the fact that same States—Iowa, California, Washington—are already considerably over that percentage.

The provision of the flexible 20 percent that is determined by the new State allotment board can provide for variations in each State. If, for example, a State has made major commitments in brick and mortar to handle some adult programs in secondary area vocational schools, there is a provision for some of the Federal funds going to the State to be so used.

We do not believe the AVA proposals to mandate the linking of postsecondary and adult funds is wise, for it again reduces the flexibility for each State to make decisions.

Two other general comments before concluding—one on data and the second on specific congressional intent.

DATA

It has been almost unbelievable to get data on the almost $500 million appropriated in recent years. The official USOE-BOAE reports for fiscal year 1973 give two different totals for postsecondary enrollments and three for total Federal expenditures for postsecondary—two different figures on one page [tab X]. Any attempt to get comparable figures from the States is impossible. It seems difficult for USOE to monitor the mandates of Congress accepting such "sloppy" reporting. BOAE and NCES, it appears, must give some direction on definitions and the like, and then BOAE exert sanctions—like withholding funds—if and when States do not scrupulously report as directed.

At present I can report to you that official USOE-BOAE reports show the total Federal expenditures in fiscal year 1973 for postsecondary were $91 million, or $130 million, or $140 million, depending on which best suits the case. It is not conducive to rational, factual based discussion.

SPECIFIC CONGRESSIONAL INTENT

In the Higher Education Amendments of 1972 in title X—part C a Bureau of Occupational and Adult Education was created. Section 1071(b)(2)(A) states:

> Three positions to be placed in grade 17 of such General Schedule, one of which shall be filled by a person with broad experience in the field of junior and community college education . . .

This position has not been filled almost 3 years later.

Section 1071(b)(2)(B) states:

> Seven positions to be placed in grade 16 of the General Schedule, at least two of which shall be filled by persons with broad experience in the field of postsecondary occupational education in community and junior colleges . . .

These two positions have not been filled almost three years later. We are told that USOE, or the legal staff, or Civil Service, or somebody is not sure of the congresisonal intent.

And so, you can see why we press for specific percentage set-asides, and other specifics—rather than "let the distribution of funds find their own level in the States."

If the language of section 1071 does not bring action in 3 years in Washington, any vague congressional language will develop in many States friction, duplication, and in the final analysis less training opportunities for individuals.

CONCLUSION

In concluding, a recent statement by Prof. Norman Harris, Center for the study of Higher Education at the University of Michigan, seems appropriate:

> . . . jobs generally considered to require a (four year) college degree—have increased very slowly, from 6 percent to only 20 percent of the labor force over the last 70 years. Even in our sophisticated, capital-intensive economy only one job out of five, in 1970, required a (four-year) college degree.
>
> Another trend line shows the rate of college attendance for the same period (1900 to 1970) paralelling the professional job trend line until about 1945, at which time it began climbing steeply, until in 1969 nearly 60 percent of high school graduates entered a college of some kind. This expectation gap began to take on the dimensions of a yawning chasm in the lives of thousands of unemployed and underemployed young people by 1974, and the figure may grow to millions during the decade.
>
> With excellent facilities, well-trained teachers, and quality programs, community colleges have been at the forefront of the career education movement for years. In most fields * * * and in most localities, paraprofessional and technician jobs are available, even in the present depressed economy, for persons with the required postsecondary occupational training. Middle manpower jobs for associate degree graduates have held up relatively well compared to professional jobs for baccalaureate degree graduates.

AACJC makes these proposals to expand support to train individuals for occupations needed in the work force through the system of community colleges already in place.

Mr. Chairman, I would just like to say, as Mr. Pucinski proposed a one-shot proposal, as I understand it—we had a little difficulty hearing—in inner cities, it is too bad Senator Schweiker is not here because we have four or five community colleges in place in Allegheny County, Pittsburgh, and we have community colleges in Philadelphia, and I would hope before any one-shot kind of major city proposal might be considered, the use of in-place faciiities, faculty, equipment, in these major areas in community colleges might be considered.

Thank you, sir.

Senator PELL. Thank you very much Ms. Ellis.

Ms. ELLIS. Mr. Chairman, AVA believes the Vocational amendments of 1968 are basically sound. But in any other case, we believe there is also room for improvement.

We do have a statement that we would like to have included in the record.

To save time, I would like to ask Mr. Burkett if he could cover the concepts that AVA proposes and then I would like to take an opportunity to comment and make some additional remarks.

Mr. BURKETT. Thank you, Mr. Chairman, for this opportunity to speak in behalf of vocational education.

I represent approximately 55,000 vocational educators of the Nation. They are people that are in the community colleges in all phases of vocational education in this country. They are primarily concerned about the quality of the program. They are concerned about how we can improve to serve the needs of more people. So I am going to be speaking today about some concepts I think that might be helpful to you in considering the new legislation and will present those one at a time.

We believe that the current planning in vocational education has not been quite up to par. We think there could have been improvement or can be improvements in the planning process.

Vocational education serves all people at all levels in all types of institutions in all types of programs. Some of them are in the public sector, some of them are in the private sector. So there should be some kind of a picture of what goes on in the preparation of people for employment.

We think that the comprehensive State plan should reflect and determine the role these institutions and programs can perform. After all, the program is to serve people. It is not to serve institutions. And we ought to be very clear with that.

It is needed at the local level as well as at the State level. There should be consultation with all the types of agencies and all types of people in the preparation of these comprehensive State plans. There must be utilization of all facilities that have been prepared and that the people are capable of rendering the programs. They should look at the needs of the adults and in-school youth, and they should look at the analysis of the population, the job market analysis, job performance analysis, curriculum resources, teacher education needs, leadership development, program planning, program review, vocational education promotion, student improvement, counseling and guidance, vocational instruction, placement and followup and evaluation, and take into account all the national and State priorities, particularly in regard to the serving of the needs of the disadvantaged and the handicapped.

This we think can be done.

There has been some expertise developed in recent years and through research that has been done at the center of Ohio State University and others there is expertise that could be applied to better planning at the State level.

Now, secondly, if the State planning is to be implemented there is going to have to be some strong national leadership. The Bureau which has been established within the office is going to have to exert a great deal of leadership to help the State agencies in the planning process. The services that the Bureau should render are to develop standards of quality for vocational education. I think that is so important, and the great expansion in vocational education in recent years, well, we think there needs to be better standards of quality, evaluation of accountability criteria and procedures, monitoring of specific vocational education programs, and particularly those that relate to our national priorities of the handicapped and disadvantaged, dissemination of research and curriculum materials, development and use of the national vocational education data system.

I would concur with the gentleman preceding me that we are in real problems in regard to the data. I hesitate to put in my testimony some of the data that is made available, and I would not try to justify any kind of program on the basis of data that is provided.

Development and use of national data for preparation of annual reports, we think should go to the Congress and the President of the United States, assist the State in vocational education, evaluate State planning guides and monitoring of those, developing national reviews of vocational education, planning and conducting national and regional workshops and symposia, the kind of leadership that is needed.

We also feel that it is necessary that we have a strong national center for vocational education. The center should have responsibility for conducting applied research for subcontracting research projects and also for some of the functions needed at the national level that cannot be performed by the U.S. Office of Education.

Third, we believe that there is a need for periodic review of vocational education. The consultants in 1962 and the Adviory Council in 1967 provided this Congress with information. We applaud this committee and the committees in the House for holding these oversight hearings, looking into all aspects of the program.

We would hope that in the legislation that you would maintain the periodic review concept.

We will differ in the point of view with the preceding gentleman in regard to the sole State agency. We believe that vocational education is a program and not an institution. We believe that it cuts across all types of institutions. We feel it would be wrong to have separate agencies where there will be duplication and overlapping of programs.

It is probably true that the sole State agency needs to be more specifically spelled out in the responsibilities, but we would have an uncoordinated, unplanned, and unduplicated program in this country if we did not maintain the sole State agency.

We also would like to see included in the legislation a strong emphasis on vocational or career guidance and exploration. We have learned that many of our youth are making occupational choices without any background information, and through curriculum we see the necessity for developing a career guidance and exporation effort.

Now, these are the kinds of things that we in vocational education have some knowledge about and can make some contribution.

We would hope there would be a very strong emphasis on career guidance and exploration. It will speak just again, in fact, Congressman Pucinski said that career education and vocational education are different, and vocational education is a part of career education. But career education is a much breader concept. To use these synonymously [illegible] doing both career education and vocational education a disservice. We have to be very careful in the utilization of these materials, for otherwise I think we are going to become confused.

The next concept I want to talk about is the concept of secondary and postsecondary.

The secondary program is developing quite well in this country. There are still areas where students do not have the opportunities.

You have made a great deal of progress since 1963 because there is a tendency for youth to stay in school longer and the need for postsecondary institutions must be expanded. There are many kinds of postsecondary institutions. We have colleges and universities, many of them doing a creditable job. We have area vocational schools and community colleges and all doing a very good job. Some of them are doing better jobs than others, of course, as I trust in all programs of education.

We emphasize vocational education for young adults and older workers.

We have had a problem with the definition of postsecondary and adult programs. That I think needs to be looked at very carefully.

We do need to expand our young adults and adult programs. People are changing jobs continuously. They lose their jobs because of certain occupations going out of existence and they need to be brought up to date in new techniques for new jobs and we need to expand that program tremendously.

Another problem that we have been faced with in vocational education is the fact that our ancillary part of the previous legislation has not really functioned as we think it should because the demand for program support at the local level has not provided us with the opportunity to put funds and resources into the development of our teacher education programs. That is one of the ancillary services.

Our teachers, many of them are people that come to the institution perhaps without the necessary teacher training and preparation. They have good technical backgrounds. There is a need for a great deal of in-service teacher education to help these people do a better job teaching, and above all, they need to be brought up to date continuously in their technologies or in their operational fields, because those change, and the teachers soon become out of date in that area.

If we are going to serve out-of-school youth and adults, we are going to have to provide some student financial support. The work-study concept that was in the 1968 amendments has been very, very beneficial, in that it has provided the opportunity for children or young people who work and stay in school to earn so they can stay in school because we are going to find, if we are going to serve out-of-school adults, the need to provide some additional support for that group of people, who because of family obligations or because they did not remain in school, we see the need for perhaps some stipend to help serve those people.

One of the things we have always tried in vocational education is placement and followup responsibility. That has been done to a certain extent. But that needs to be strengthened. Currently our placement records are not clear as to how many people get jobs. We have studies in certain schools, in certain States or localities, to show the percentage.

But we need a national data base for placement and then followup is also essential if we are going to improve the quality of our programs. We have to know 4 or 5 years after the student leaves the school what he is doing and what kind of programs we should be offering in order to serve those needs. One of the things that has been a problem with vocational education is having people trained in leadership. Most of us, like myself, have come up through occupational skills. I, formerly, was a carpenter. I was about 30 years of age before I got my first degree in college. These are the kinds of problems we are faced with. We do not have the training of the people to become the leaders. We need our doctoral programs. We need all types of training programs, so that needs to be strengthened.

I will speak just briefly about the resarch and curriculum development and demonstration programs. Congress in its wisdom did include that in 1963 and 1968 amendments. There has been a great deal learned about vocational education. We have a great deal of information, however, that needs to be continued and strengthened.

As Congressman Pucinski indicated, the curriculum effort needs to be expanded greatly.

In summary, Mr. Chairman, those are some of the ideas that we have and these concepts are developed more thoroughly in the testimony which I am sure will be studied and read very carefully.

Thank you so much.

Senator PELL. Thank you very much.

Ms. ELLIS. Mr. Chairman, I would just like to support what Mr. Burkett has said and add a couple of comments.

One concerns research. Without resarch and advancement in the field, we absolutely will be very primitive in terms of our needs in relation to our needs in 1980. We need research funds for national priorities as well as State priorities.

Then moving into the second area, of course, that would be curriculum development. There was a period in my day, in terms of developing curriculum, that you get two or three good teachers sitting around the table and sit down and write the curriculum. That is no longer the case with respect to accommodating emergency technologies and new job fields.

Third, teacher education. We must have quality teacher-education programs in terms of preparing our teachers, as well as preparing our administrators to move the program forward.

I would like to agree with my associates, Dr. Tirrell and Mr. Burkett, with respect to the data base and needs for the data base. For the last 3 years I have been involved in a national study dealing with vocational and technical education, and my staff has been involved pretty much in the collection of data nationwide for project base line under subcontract arrangements with Northern Arizona University.

I must say that there is little compatibility with respect to the kinds of data available. We are mixing apples and oranges. There is really no way to tell, for example, how many students we have in class in a given field of service per day, how many hours those students are in class per day, or even the number of weeks students are in class per day.

So we do have a very soft data base. We need to begin to examine, review, and I hope the committee will look at that.

I would like to speak for a moment with respect to the development of natural resources. Apparently this Nation has a rather substantial commitment now to development of natural resources, particularly in solar energy area, geothermal energy area, nuclear energy. I am advised by a friend of mine who is president of Technical Institute in Texas, to take powerplant operator, that is currently important plant operator, and retrain that person to become nuclear powerplant operator runs into the neighborhood of $350,000 per man.

Now, I do not believe that the Government has any equal kind of commitment for development of our human resources. This poses a real problem. It seems to me as we move into an era where our job requirements are goin to become more and more sophisticated, we hope that the committee will consider equal kind of commitment for development of our people as related to development of natural resources.

Next, in a period of economic crisis and high unemployment it does look to me Mr. Chairman, as though the Nation and the Government could profit from long-run, long-range planning instead of short-gap policies.

People who are now out of work and who may return to their old jobs may not go back to the same job. It appears to me—and I would hope the committee might explore the possibility of requiring those persons who are involved in public service employment to at least attend class maybe once or twice a week. No arbitrary figure for that purpose, but for training and retraining and upgrading, so that when this economic crisis is over, at least we will have a better-trained popoulation, better-prepared population to accommodate themselves.

Thank you very much.

Senator PELL. Thank you very much.

As you can see, I am the only Senator here. As I said at the beginning of our dialog, I find it very hard to absorb long monologs. And if you want to educate me, the sooner we get into questions and answers the more likely I will be educated. If it is a question of the record, your statements will all be in the record. I do not quite see the purpose of these very long monologs. I understand the next witness read 60 pages to the House yesterday. I would hope he could summarize his ideas so that we may have an exchange of ideas.

Mr. LEWIS. Mr. Chairman, I heard you clearly.

My name is Charles Lewis. I am the executive director of the American Personnel and Guidance Association. Seated with me is Dr. Patrick J. McDonough, assistant executive director.

I commend and thank our colleagues on the panel for their wisdom in recognizing and endorsing the essentiality of guidance and counseling to a most effective and efficient use of vocational development opportunities for all Americans.

We for the first time have offered and submitted S. 940, the Career Guidance and Counseling Act of 1975.

The history of career guidance antedates the earliest vocational education legislation in this country. The original beginnings of the guidance and counseling movement began as vocational guidance, in the latter part of the last and the beginning of this century with Frank Parsons, William Rainey Harper, G. Stanely Hall, John Dewey, and others making significant contributions.

This association submits that vocational guidance should assist individuals in making more effective choices about vocational education programs, but in addition should help all individuals consider a whole range of options for educational and occupational choice and rechoice, not just those in which vocational education is a major factor. Vocational guidance is more than information giving, it is firmly based on the principle of broad, free, and informed choice emergent from an individual's effective use of career decision skills.

Career guidance/vocational guidance/career development models, found within the Career Guidance and Counseling Act of 1975, seek to introduce and legislate a new and fundamental concept of developmental vocational guidance in which practitioners are not concerned alone with immediate choice of training or job but are concerned with intermediate and long-range goals and how immediate choices relate to such goals. The issue simply is not just occupational competence but occupational and personal competencies of all individuals.

Mr. Chairman, three experts read 60 pages of testimony yesterday in the House. I would rather attach their testimony. Those individuals are named in the statements.

We draw to your attention rather well-documented research infor~~mation in this area~~ and we would now like to turn to questions.

Senator PELL. Thank you very much.

In the first place, I would like to understand the difference between career, occupational, and vocational education. Tell me what that means to each of you so I can, as I say, get it clear in my mind.

Mr. CATTELL. Mr. Chairman, I think that when we speak our institutions identify occupational education with postsecondary vocational education. In land-grant institutions we are talking about paraprofessional training. I suppose that in order to get the definition straight we are going to have to keep the postsecondary vocational education.

We want to emphasize that paraprofessional programs are prepared by our colleges to develop highly skilled technicians.

We would like to take the word "occupational" and reserve it for our purposes, but I am afraid we cannot.

Senator PELL. In other words, what you are saying is that occupational education includes postsecondary occupation education.

What would be the difference between occupational and career occupational education?

Mr. Cattell. I cannot answer that.

Mr. Burkett. Senator, that has has been, of course, something that we have been working on for a period of time. I think the Honorable Pucinski was pointing out the fact that career education is a concept of including in all education some reference to the world of work; so that, even in the elementary schools that the children there will know that work is a part of our culture and provide them opportunities to explore and experience things about the work in the word "work."

"Vocational education," the definition is the preparation of people to enter and successfully progress in an occupational field with less than a baccalaureate degree.

Senator Pell. A specific vocation, in other words?

Mr. Burkett. A specific vocation or in a family of occupations closely related with the skills, knowledge, and attitudes necessary to succeed in that occupation.

Senator Pell. Now, can you have vocational education at the postsecondary level?

Mr. Burkett. Yes.

The term "occupational education" was a coined term, coined, I think, by the postsecondary people.

We have also used the word "vocational" to apply to all levels, whether it be the secondary or postsecondary, and this has been a coined word starting back about 1966, or something like that.

Senator Pell. Now, could one of you try your hand at giving a definition in 10 words or so of each one of these terms that none of the rest of you will object to?

Mr. Tirrell. I was going to try.

Let me say, sir, that career education, I think, we could agree on from the kindergartener being exposed through the medical student deciding whether it will be an urban specialist or a rural general practitioner. That is a career kind of awareness orientation. I think we all agree to that.

Senator Pell. Career education means everything to do with training for a career, no matter whether it is to be a plumber or a doctor?

Mr. Burkett. Right.

Mr. Tirrell. And the various alternatives.

Senator Pell. Both high school and kindergarten.

That is the general umbrella?

Mr. Tirrell. Yes.

Senator Pell. Any disagreements on that?

Mr. Burkett. No.

Senator Pell. What is "occupational"?

Mr. Tirrell. Could I take "vocational" first?

"Vocational," I would agree with Dr. Burkett, is job entry, first-level skill entering jobs, that we would define in S. 939 as basically a secondary school or for people 17 years or younger. That is vocational.

Senator Pell. What about the man from the Electric Boat Co. in my State of Rhode Island being retrained to work for another boat company at the age of 50?

Mr. TIRRELL. He would probably by his age not need job entry skills; but as we say, 18 and over, most of them tend to be occupational. This is one of the proposals, at least, that we put forth in 939.

Could I just end it, then, and I think we can agree in some extent with Dr. Ellis that technical education, particularly if you read the USOE reports focus around the engineering kind of vocational and occupational program. I think those are the ones that are in great confusion.

Senator PELL. I would recommend that the four of you get together and work some sf these semantic differences out. It is not going to hurt any of you; but it would be helpful to us as we have to legislate and arrive at a definition of these different terms that we, our staff, and even the press—could eventually accept. You can help us just in common terms of reference, so that these terms mean the same thing to everybody.

I do not know if the four of you can agree on this, but it would be a real contribution in this field.

Mr. LEWIS. I would ask an endorsement of our section 105 where all the terms are defined.

Senator PELL. It is defined in the bill.

You have a definition of all four terms?

Mr. LEWIS. Yes, sir.

Senator PELL. Good. I would like to read that into the record. I think this is an important point.

Do you have that bill?

Ms. ELLIS. I would like to point out, Mr. Chairman, that for many years the people involved in the American Vocational Association have used the term interchangeably. I believe it was in 1966, if my memory serves me correctly, we did have a proposal presented to the Board who changed it to the American Occupational Association. That proposal was finally voted down in the sense that the Board, if I recall, properly said that really we use terms interchangeably so it does not make any difference.

Senator PELL. So long as you all agree on it, I do not care if you use the word "heiroglyphics." It must mean the same thing to me, to you, and to everybody else.

Actually, in the bill that you have, you define career education and you have defined vocational education, but you have not defined "technical" or "occupational."

Mr. LEWIS. I was going to correct that.

Points 2, 3, and 17 list the points "occupation" and "vocation." You are correct. I stand corrected.

Senator PELL. Well, at any rate, this is the problem. Maybe we should try our hand on the definition of those four terms, and maybe they will get accepted.

Ms. ELLIS. Senator, I am also the national president of the American Technical Association and as Dr. Tirrell said, there was a time when technical education was construed to be those areas, postsecondary areas, that were vital to the national defense. But the point I want to make is that in terms of technical education, people, I think, would generally tend to say now it is a level of education rather than a program. So people who again talk about tentative education, it could be at the postsecondary level, most likely would be, but *it could* be.

Senator PELL. What we will try to do in our bill—we will direct our staff to put in definitions of all four terms to achieve a commonality of language.

Mr. CATTELL. Mr. Chairman, may I make a small contribution here?

In law we have a definition of "postsecondary vocational education."

Now, what I am really interested in is not necessarily how that is defined, but where Federal funds go.

For example, postsecondary education is defined in law as vocational education for anyone 16 years of age or older who have left high school.

In Pennsylvania, half of the postsecondary set-aside goes to institutions of postsecondary education. The other half is used for the other people who are at the right age but the level of education is not postsecondary.

So I think that where the money goes is pretty important in this issue.

Senator PELL. I also think it is very important that those who are substantially older, in their 40's or 50's, and find that they have to change their occupations due to technological change should really come under one of these umbrellas a little more. Some of these people have not finished high school.

Mr. TIRRELL. In our bill, S. 939, aging is mentioned about five times. If you have more days of hearing, I believe the administration on aging might be over here to testify for some support.

Senator PELL. Thank you.

There has been some contention that the vocational programs at the secondary school level are training-for-work programs and do not adequately prepare the students for a lifetime of employment in looking ahead and into the 21st century when these kids will be working.

I am thinking of the high schools that I have been through where the vocational education is home economics, carpentry, or maybe a little bit of auto mechanics. It does not seem to really focus on the jobs that will need to be filled.

I am also struck by the fact that in these days of tremendous unemployment you have still a huge number of jobs that need to be filled; and I was wondering if any of you have any thought of what can be done in this direction. Here I am thinking of the high schools.

Ms. ELLIS. Senator, first, I believe you must remember that you do not require people to go into vocational programs. It is by their choice.

Second, it is true that we do have many schools throughout the United States that do have very few operations with respect to the kinds of programs students can go into. That is not only true in the metropolitan areas; it is also true in the rural areas.

Third, we believe that our proposal for increased funding as well as comprehensive planning should more easily enable us to adapt programs and look at what the labor market needs are, what the future employment opportunities might be, to have some flexibility in terms of moving programs from one area to another when programs are no longer appropriate at a given site.

Mr. Roschwalb. Senator, I wonder if I might comment?

I think perhaps an answer or a partial answer to the question lies in getting rid of all of the adjectives and just dealing with education.

I would guess that almost everybody sitting at this table has within the last 5 or 6 years radically changed his job or her job at one point or another to a very different kind of work with no great trauma personally; and if this was accomplished, it was because of something that did take place at the high school level, learning certain skills.

Mr. Tirrell has been talking about and has been responding to a variety of people. It does not lie in knowing what market skills are going to be needed because all the research in the world will not tell us really what the job market is going to look like 30 or 40 years hence. It does involve training people in the ways of using their minds, so that they can easily adapt with the least amount of shock, so they can anticipate changing, so they want to change as part of a life experience, so that the joiner who becomes a welder does so as a matter of course without it requiring his being fired, being out of work 6 months, having to be scheduled into coming back to a training activity.

Senator Pell. I remember reading somewhere that half the jobs in existence today will not be in existence in 10 years. Also, as you point out, new methods of thinking, which is most important, have to be taught. In addition to that, there are certain manual skills that have to be taught and will be used in a variety of occupations.

What is being done with regard to career education in the prisons? I noted that in the prison in my own State the main occupation is making license plates; but the only place where license plates are made in my State is in the jail. That is not providing training for a viable livelihood.

What is being done by any of your group with regard to the education of people in prisons?

Mr. Tirrell. When we testified in the House, sir, Williamsport, Pa. Community College reported programs at Allenwood, where some of our distinguished citizens from Washington have gone recently—there are others in New Jersey.

We would be happy to submit for the record for you a list of them across the country.

Senator Pell. I wonder if any of you have given me a résumé as to what percentage of your funds is being used for training and educating people in the jails, and what should be done in this regard?

Mr. Burkett. I do not have any figures on this and, as I recall, even the Office of Education does not have any figures on it.

Senator Pell. They do not. I agree with you.

Mr. Burkett. One of the things I know from experience is that our vocational people at the State level and in our teacher training institutions have provided tremendous service to the people in the institutions that are setting up these programs, consulting services, and things of this sort. I do not think there has been too much of the money for program support in those institutions; but I do know that there has been a tremendous amount of leadership because I myself served on a State staff some 20 years ago, and at that time we were working with all the institutions in the States, helping them develop curriculum facilities and dealing with special problems.

So that is the only answer I can give.

Senator Pell. I think this problem is very real because we have the highest rate of recidivism, people going back to jail, of any country in the world, I understand, except for South Africa. We also have the highest percentage of people in jail of any country in the world, any Western or free world country in the world. So this is a very real problem in our society and one I would hope we could devote more attention to.

Mr. Lewis. I would mention we are encouraged to find counselors practicing in the public offender area, both in the courts working with individuals to understand themselves and the opportunities in an effort to help them relocate themselves in the usual fashion.

We have a newly established division of public offender councils attending to the specialized needs in that particular setting. This is a new development.

Senator Pell. Let me be very specific. I should know the answer and I do not.

In our own State we have a tremendous need for welders because of a huge contract. We also have a great need for stenographers and secretaries. Anybody with either of those skills can quickly get a job, and yet we have unemployment at the rate of 18 percent in our State, the highest, I believe, in the nation.

As far as I know we do not teach either of those skills within the prison or jails. I would imagine this is probably true in other States, too.

What is the reason for this, why don't you people foster a movement to bring decent career education to our jail inhabitants so that when they do get out they have more of an opportunity of not returning to jail?

Mr. Burkett. Senator, I think the problem probably lives in the fact that the schools do not have jurisdiction over the jails. They call some schools jail. I think that is the problem.

In other words, the leadership will have to be sought out from the people responsible in those institutions, from the people, before we can serve them. It is again a matter of who is administering what.

Senator Pell. Maybe part of the responsibility rests with us and maybe we ought to direct the staff to include in the bill a provision to set aside more funds to be used in the Nation's prisons. That may be one answer. It will cut into some of the other set-asides that you have.

What would be your reaction to that as a thought?

Mr. Lewis. Broader than prisons, I would include other types of correctional institutions.

Senator Pell. Right.

Mr. Tirrell. But still I would like to put on the record that it is going on in a number now. I think, as Dr. Burkett has said, there is some difficulty inviting yourself in when you are sometimes not wanted. For example, Chicago colleges have for 15 years granted degrees to prisoners in the Joliet prison. We have a first-offender program now funded by three or four of our colleges that are trying to get judges to have people assigned to the community college rather than sitting inside the prison walls learning to be first-class criminals. I think that might be another problem we are working on.

Ms. Ellis. I do not know if this is generalized across the country.

About 3 years ago I had an opportunity to review the program in Lorton. They have a few basic programs. At that time, the average grade level of inmate was the third grade. Those men were battling any kind of training program. You are absolutely correct that, in terms of training them, it was limited.

I know in the State of Oklahoma that the State Board of Occupational Education is offering programs and developing curriculum. They go into the prison system, I understand, and actually do teaching there.

Senator Pell. Perhaps one solution here would be to try to set up an office in the Office of Education whose mission would be to move in this direction.

What would be your reaction to this idea?

Ms. Ellis. Well, Senator, unless one of the positions were filled, and, two, they had a staff and, three, some funds to work with, I really do not know what good it would do.

Senator Pell. Well, I think that they could go to the States because anybody that has some funds is welcome.

Ms. Ellis. One of the things you get involved in, as Mr. Burkett has said, is a jurisdictional problem in the sense that the schools are controlled and the prisons are controlled by another board and neither, in certain cases, do you find individuals who are willing to work with one another.

Senator Pell. From the viewpoint of the unfortunate taxpayer, the forgotten man who so often supports these people in prison, which is a greater expense than giving a student a Harvard education, it would be well worth the money. It would be well worth spending, if we could lower the rate of recidivism.

Mr. Tirrell. Could I add a point on this?

Our people again in trying to work at Lorton and in a number of prisons, find prisoners cannot get their GI bill benefits because they are incarcerated. The funds are already provided but because they are in prison for some reason I do not know at the moment, they cannot use those funds.

That might be another thing the committee might want to consider.

Senator Pell. It would be; and I would ask the staff to look into that question; and if this is correct, let us change it in the next draft of the law. This is one of the things we can do. We can write provisions in the law to effect this change.

Now, do you believe that funds spent at the secondary school level should be spent for programs designed to prepare students for vocational programs.

For example, should vocational programs, if they are used for a high school physics program, be designed to prepare students for the electronic industry or should the education take on a broader basis only?

Ms. Ellis. My response would be yes, as long as physics is related to a physics program it is a related kind of course that has to be included in the program.

Senator Pell. Now, another question that came up in the last round of hearings was this question of the Federal money being used for administrative expenses.

In a number of States, the statutory minimum for the handicapped, disadvantaged, and postsecondary vocational education was not being met.

Do any of you have comments on that?

Mr. Burkett. I am not sure I understood the question. I need the question repeated.

Senator Pell. The question is that a high proportion of State/Federal money was used for administrative expenses and, as a result of that, the statutory minimium for the handicapped, disadvantaged, and vocational education was not met.

Mr. Burkett. Well, I am not sure of the cause or the reason why the statutory requirement is not met for handicapped and disadvantaged because it was spent on administration. I think our problem lies in, and I have studied the GAO report, lies in the fact that no one had defined what you mean by "administration."

I mentioned earlier the fact that when I was on the State staff many years ago that we did provide consultative services to the penal system. We worked with local school districts. It was more of a consulting/technical assistance program and it was really, if you want to classify that as an administration, it would have been a very high cost; but from the standpoint of the payoff of Federal and State dollars in improving instruction in vocational education and improving programs, I think that that service was very important and so I am concerned about the accusation that the high cost of the administration is eating into the program.

I think the best payoff is in terms of providing technical assistance and improvements in programs.

Ms. Ellis. I believe, Mr. Chairman, that the Office of Education has put together a document responding to the GAO and the percentage figure for all the States is 8.7 percent.

Senator Pell. Is what percent?

Ms. Ellis. 8.7.

Mr. Tirrell. But, sir, that is like the man drowning in the river, average depth of 6 inches; because there are many, many States documented by GAO where it is considerably above that.

I would remind you in our bill, as in many other pieces of Federal legislation, we recommend a maximum of 5 percent and some of our members are after us because they are administering major State programs at a half of 1 percent.

Senator **Pell**. The concept of a sole State agency, which is traditional to vocational education, also seems to me to be unique to that field. Other educational programs are simply given by Federal law to the State department of education and it is that department's decision as to where they should be administered.

Why should Federal law require that a State director of vocational education administer all vocational education funds; and why is the State vocational education agency responsible for postsecondary vocational education. Is it best for that agency to administer the postsecondary programs?

Mr. **Burkett**. I would be glad to respond to that because I think I was the one who was saying that the whole should be retained as it has been since the time of the first Federal act.

The State assigned the State board through the Acceptance Act, which determines what that State board would be. In many instances, it is the State board of education. In some States, the State board of education serves all levels from higher education, secondary, elementary education, vocational education, et cetera. Other States, they are separated.

Our concern, as a professional, is that we will end up as we have in many programs and not only in education, but outside of education where there are two institutions, one across the street from the other, each offering identical programs of vocational education. There is no difference between an auto mechanics program that may be called automotive technology at a postsecondary institution than the same program that is offered in the secondary school because they are putting people in the same types of jobs.

Now, if we have that happening, I think the public is going to get very upset with this in education by duplicating and overlapping the programs, and we see the need for a coordinative program.

I agree that in some States that the State board has been too limited in its services and there needs to be something spelled out in the law that would make all the people involved in the planning process.

Senator **Pell**. Do any of you work with the proprietary institutions?

Also, what is the percentage of our youngsters who are getting their vocational education at proprietary institutions? I think it would be almost half.

Mr. **Burkett**. Yes.

The State Boards of Vocational Education are contracting with private preparatory schools to services that cannot be rendered to the public through the public institutions and there are many programs, vocational education, which would be inappropriate or inefficient for them to set up a program, say, in a State for certain occupational areas; and this is being done and I do not have the figures as to how many or to what extent, but I know there is contracting being done.

Senator **Pell**. Do any of you or your members include any priorietary institutions among them?

Mr. **Burkett**. Yes. Our organization does include members from private schools, from the universities, colleges, community colleges, technical institutions, and secondary schools.

Senator **Pell**. How many of you provide proprietary programs?

Mr. **Lewis**. We have mentioned that participation in proprietary schools.

Mr. **Tirrell**. We have none; but a number contract with proprietary schools across the country.

Mr. **Cattell**. We have none in our membership.

Mr. Chairman, may I correct for the record that it was mentioned here that our proposed legislation would mandate separate State agency. In fact, our proposal is that it should be up to the State as to which of the agencies would administer the legislation.

Senator **Pell**. Right; and as I understand it, in New York, or my own State of Rhode Island where we have one official in charge of kindergarten through post-Ph. D., there is no problem. The problem, as I understand it, is in those States where you have one official in charge of general education and another in charge of vocational education and the money does not seem to reach the postsecondary institutions. The postsecondary institutions are aggravated with that process.

Those who favor the traditional approach, as I understand it, would not want the applecart tipped over.

Mr. **Cattell**. In Pennsylvania, sir, the vocational agency makes the determination of how much money should go to the postsecondary institutions and that according to the way we are able to understand it, is a relatively arbitrary determination. Then they take the money and give it to the postsecondary State agency for distribution to the institutions.

Senator **Pell**. If we write into the legislation a set-aside for the prison or institutional residents, through whom do you think that money should go?

Mr. **Cattell**. If the planning, sir, is conducted by the postsecondary planning agency, the 1202 State commission, I would have no problem with the sole State agency.

Senator **Pell**. What about the orthodox vocation programs?

Mr. **Burkett**. The 1202 can serve a useful purpose provided it is properly administered. Our problem is in Congress, in its wisdom it spelled out how it should be administered. It has not been administered that way. The Offive of Education has not put out rules and regulations.

Senator **Pell**. Would you be a little more specific in what ways you feel the administration has not carried out the 1202 legislation?

Mr. **Burkett**. Well, the 1202 specifically spells out who should be on it. They have not reviewed that and I can name State after State where some categories ——

Senator **Pell**. What category?

Mr. **Burkett**. Some of the categories in the special 1202's are not on that.

Mr. **Cattell**. The problem is, sir, that the administration did not promulgate rules and regulations that would define representation. So by the law of the States, these 1202's are representative because the law says they are. In fact, they have limited representation in many cases.

Senator **Pell**. Is there any monitoring organization that tries to keep tabs on the relevance of vocational or career education to the job market, the degree or percentage of placement of different institutions, and whether the job training fields are growing or declining?

Mr. **Tirrell**. In the 1968 amendments, sir, our association got in as a requirement for the National Advisory Council to have this done on an annual basis and an annual report. This has not been done. It has only been done once since 1968. There was an opportunity mandated by Congress that again has not been carried out.

Mr. **Burkett**. Senator, that is one of the reasons why we are suggesting that you strengthen this particular aspect of the law, including a placement and followup responsibility on that.

We have records to show in schools that the placement is made in some States, but there is no real overall picture of what is going on; and I think that that is needed and needed badly.

Senator **Pell**. Should this be done by the State and National Advisory Councils?

Mr. **Burkett**. Then you get into the responsibility of administering. If you want to get into the administrative aspects, then they could do that.

Senator **Pell**. Well, a series of audits by some investigative reporters would clear this up.

Mr. **Lewis**. This is a critical problem for a counselor to work with, a person who is changing his career to get accurate information on demands for different types of occupations.

I have been very critical of colleagues in the industrial sector who are now back asking for help to get more people in the engineering and scientific curriculum. I remind them that the headlines of a few years ago that the setbacks in the space industry certainly would expect that young people would be a little leary of that.

Senator **Pell**. I do not know what your experiences have been, but I know my own experiences have been that the graduates of some high schools have only limited skills; typing skills for instance, are usually very primitive indeed.

What can be done to make sure that when a person finishes secretarial school he or she will be able to handle the job for which they have been trained?

When you look at the average number of words per minute that they can type or take down in shorthand and the accuracy of their work, the rates are very low. I know, because I have worked a great deal with the Neighborhood Youth Corps program involving high school students. Some of my employees had started out with me that way and now have been with me 10 years, working into regular jobs; however, they are the exception.

The average student comes up as a golden hawk, a wonderful child, but does not seem to have absorbed those skills they are educated in 6 or 8 hours a day.

Ms. ELLIS. The problem is allied to our low-productivity problem. There is the expectation of ourselves and the expectation of our students. It just seems we do not have the quality we had at one point. I do not think we place the value on doing a job well.

Senator PELL. Motivation.

Ms. CATTELL. I think our institutions have to have good graduation criteria, sir; but I would rather not have the Federal Government establish that criteria.

Senator PELL. You do not think much, then, of my idea about national regents, whereby a standard regents exam that high school students could take if they want to test their skills. Then there would be a natural competition among the high school students to do well on the exam.

Mr. CATTELL. I would appeal for an opportunity to look at your proposal.

Senator PELL. I would say it really has generated a tremendous lack of enthusiasm. For 12 years I have been trying to push the idea, yet nobody likes it but me.

Mr. LEWIS. The risk is teaching toward that examination rather than the skills and the competencies.

One of the encouraging developments in education today is this job performance competency base evaluation of taught skills rather than the credentialing and the certification where all of them demonstrate that they have indeed learned that typing skill in a real applied test rather than a grade of C or D at the end of the year. This is coming along very rapidly.

Senator PELL. Thank you.

Is there anything that anyone would like to add?

Mr. BURKETT. I would like to make one comment which I think falls in with what you were asking about the skills of people.

I think, as vocational educators, we are almost talking about a dilemma; because on the one hand, we hear the people say, "Let us give them a good, broad general education and then they can go into any kind of job," and then you go into the labor market and talk with the employers, the people that actually have them perform, and then they want skills. So the balance between those two types of things gets us into a real problem area.

I just point that up because we get both sides of the picture on that.

Mr. TIRRELL. Sir, if I could ——

Senator PELL. Certainly.

Mr. TIRRELL. The Intergovernmental Cooperation Act of 1968 was particularly devoted to avoiding single sole State agencies and in the guidelines recently put out was this quote:

> Future legislative proposals and grant-in-aid programs should avoid inclusion of proposals for single State agencies in the absence of compelling reasons to do otherwise.

We, as you know, are asking not to have the mandatory single sole agency, but for the States to have a variety of options, including if they would choose like New York, possibly, your State, choosing that agency or that group.

Mr. CATTELL. Mr. Chairman, we want to thank you for the opportunity of appearing today and we want you to know that this legislation is very important to our institutions and we hope we may continue to cooperate with you.

Senator **Pell**. Well, we will work as closely with you as we can. I think you know the problem we in the Senate face; that we have a relatively small number of men and we do not have the same time to give to the hearings process that we would like, especially considering what our colleagues in the other body have. We wish we did.

In my case, I am the chairman of four or five different subcommittees, so this is one of many.

That is the reason for the difference in the time we spend hearing testimony.

Mr. **Cattell**. We thank you for your courtesy and that of your staff.

Senator **Pell**. We will keep your thoughts in mind and as we go ahead and write the legislation, do not hesitate to be in touch with us.

I have asked the staff to digest your suggestions so that we can be sure that these points are considered as we move along toward legislation.

[The prepared statements of Mr. Cottell, Mr. Roschwalb, Mr. Tirrell with attachments, Ms. Ellis with attachments, Mr. Lewis, Mr. McDonough, Mr. Rowlett, and Mr. Oster follow:]

United States Senate
Committee on Labor and Public Welfare
Subcommittee on Education

TESTIMONY

Postsecondary Vocational Education
for
National Association of State Universities
and Land-Grant Colleges

April 11, 1975

Newton O. Cattell
Director of Federal Relations
The Pennsylvania State University
University Park, Pennsylvania 16802

Mr. Chairman and Members of the Committee. I am Newton O. Cattell, Director of Federal Relations at The Pennsylvania State University. I appreciate the opportunity to testify before the Committee on behalf of the National Association of State Universities and Land-Grant Colleges. I want to express the special appreciation of our membership for the courtesy the Chairman and Senator Beall showed us by introducing our legislative proposal. We are proud of the provisions of S. 942, and we are pleased that they are on the public record.

The membership of our Association has a history of serving the occupational needs of the people of its states. In the education of part-time students, that history of service dates back to the early 1900's. We began our programs of occupational education for full-time students in the late 1940's.

The institution with which I am affiliated, Penn State, is perhaps typical of the membership of the National Association of State Universities and Land-Grant Colleges. We have committed the resources of our institution, from our earliest days, to serving the occupational needs of Pennsylvania's citizens and serving the manpower needs of the Commonwealth's employers.

At the University Park Campus and at our eighteen Commonwealth campuses, we conduct twenty-two associate degree programs of occupational education. The programs are developed and supervised by the faculty of one or another of our professional colleges. The graduates of these programs perform highly responsible semi-professional duties. The following tables list the programs, show our placement rates, mean monthly starting salaries and enrollments for 1974:

Table 1

Penn State Vocational Associate Degree Programs; and Job Placement Rates, Mean Starting Salaries, and Enrollments for 1974

Degree program	% grads available for employment placed	Mean monthly starting salary for grads placed	Enrollment, Fall Term
Air Pollution Control Technology	100	700	8
Highway Engineering Technology	100	767	41
Materials Technology	100	866	9
Mining Technology	88	1014	81
Nuclear Engineering Technology	88	703	58
Surveying Technology	81	632	161
Mechanical Engineering Technology	80	699	482
Chemical Engineering Technology	75	662	40
Hotel and Food Service	67	516	56
Electrical Engineering Technology	63	730	687
Mass Communications--Broadcasting	63	430	40
Retailing	59	491	91
Agricultural Business	56	440	39
Computer Science	52	713	143
Business	46	574	503
Wildlife Technology	30	538	104
Forest Technology	19	593	161
Recreation and Parks	8	600	96
Mass Communications--Journalism	0	---	40
Administration of Justice	*	*	*
Aerospace Engineering Technology	**	**	13
Architectural Engineering Technology	**	**	112
All Programs	62	690	2965

*Data unavailable.
**New program; no graduates to date.

Table 2

Enrollment and Graduation Status by Option of
the Winter Course Enrollees
1956 to 1974

Option	First Year Offered	Estimated No. of Applicants	Actual No. Enrolled	Actual No. Graduated	Per Cent of Completion
Farm Equip. S. & S.	1956	500	432	279	64.6
Ornamental Nursery	1957	500	402	246	61.2
Pest Control Tech.	1964	200	165	80	48.5
Turfgrass Mgmt.	1957	1,200	615	483	78.5
Total		2,400	1,614	1,088	67.4

Table 3

Employment Data - Estimated(1)

Option	Average No. Jobs Offered	Per Cent Employed Originally in Area of Training	Average Starting Salary	Range of Starting Salary	Average Salary 5 yrs. after Graduation	Per Cent of Pa. Students	Per Cent Graduates Employed in Pa.
FESS	2.0	58	$4,500	$4,000-5,000	$6,000	95	95
ON	3.1	90	6,500	5,000-8,000	9,000	90	90
PCT	2.5	70	7,500	6,500-8,000	11,000	90	90
TM	1.8(2)	90	9,000(3)	7,000-14,000	15,000(3)	50	50

(1) Information based upon discussions with graduates and an earlier survey of 1967.

(2) Most turf graduates were employed when they enrolled and return to their former employer for a more responsible position; thus over 60 per cent are not available for jobs.

(3) Does not include "fringe benefits" such as housing, insurance, etc.

In 1974, 62 percent [illegible] the graduates from Penn State vocational associate degree programs, who were available for placement, were placed by the end of June. Highest placement rates occurred in the Engineering Technology programs, where the median rate was 88 percent. However, these figures are somewhat misleading because many students who say they are available for job placement choose not to take a job when it is offered to them. Beginning salaries averaged $690 per month and ranged up to $1666 per month.

Penn State also serves the vocational education needs of large numbers of Commonwealth citizens through its Continuing Education Division. The Division, which is second largest in the Country, has a highly sophisticated marketing, program development, and delivery network which extends throughout the State. It has a reputation for developing high quality educational programs that are responsive to the needs of the Commonwealth. During 1973-74, the Division had 146,854 course enrollments.

Penn State's Continuing Education Division provides 19 formal certificate and diploma courses designed to provide technical training at the paraprofessional or technologist level. Programs include: Building Construction, Electrical Technology, Machine and Tool Design, Production Management, Accounting, Business Management, Ferrous Metallurgy, Industrial Relations, Natural Gas, Petroleum Production, and Surveying.

The Division also offers a wide variety of informal courses for business women, computer programmers, engineers, technologists, insurance and real estate personnel, and managers and supervisors. Additional vocational programs include law enforcement, food service, an automatic sprinkler and fire control correspondence course, and a forty-week mine maintenance program for unemployed persons.

Penn State's College of Agriculture offers two-year vocational certificate programs in Farm Equipment Service and Sales, Ornamental Nursery Management, Pest Control Technology, and Turfgrass Management. Together, these programs enrolled 1614 students in 1974 and placed over 90 percent of their graduates in jobs related to their training, with starting salaries ranging from $4,000 to $14,000 a year.

Penn State's Cooperative Extension Service served over 1.5 million people in 1974 through a wide variety of in-service occupational education programs. Along with their traditional instruction in agricultural technology, conservation, home economics and youth work, University extension specialists are providing programs in ecology and energy, family living, consumer protection, community development, transportation, housing, and the elderly.

I am sure that many NASULGC members have more extensive occupational programs than Penn State and perhaps some do less. I hope I have demonstrated that our members are, indeed, committed to occupational education and that we have a history of service of which we are justly proud.

The balance of this testimony will concern itself with what, in our opinion, are the significant issues that we hope this Committee will consider as it deliberates a national program of postsecondary occupational education. Those issues include the appropriate use of Federal funds, the distribution of postsecondary occupational education funds within the states, and, finally, we will express our concern for the lot of the part-time student. In describing the NASULGC legislative proposal, I want to emphasize that we are not asking for exclusive rights for our member institutions to provide occupational education with the help of Federal funds. It is our position that all institutions legally authorized to provide post-secondary education within the states should be eligible to serve the national interest.

Let me deal with the part-time student first. Our Association believes that the law should consider the needs of part-time students equally with those of full-time students. Indeed, it should be evident to all that heads-of-households, bread-winners, should be considered in Federal legislation equally with the youth. Employed adults characteristically are unable to attend college full time. Along with the youths, many adult citizens are seeking the chance to study in postsecondary institutions. The man who pumps your gas should be able, if he wants, to become an electronics technician. The housewife with children may wish to learn real estate sales. Our evidence indicates that innumerable working men and women are interested in upgrading their occupational talents. I repeat, the provisions of our bill apply to part-time students as well as to full-time students.

On August 30, at Ohio State, President Ford, in an address to the graduates, said:

> "Although this administration will not make promises it cannot keep, I do want to pledge one thing to you here and now. I will do everything in my power to bring education and employers together in a new climate of creditability--an atmosphere in which universities turn out scholars and employers turn them on."

The reauthorization of the Vocational Education Act can help the President keep his pledge.

To accomplish what we think can and should be done in the reauthorization of the Vocational Education Act, we are asking for a new departure: in essence, a new Federal program of occupational education. It is a new program because Title X, Part B, of the Higher Education Act--Occupational Education--has never been implemented. It is a new program because the Vocational Education Act has had limited success in supporting postsecondary occupational education in our states. The important innovative feature in our proposal is the use of Federal and matching funds to greatly improve student access to postsecondary occupational education.

In talking about this proposed new Federal program, it is appropriate to say that our institutions are not seeking Federal or matching support for that which they are doing already. In other words, we will not request support for existing programs of occupational education in our institutions. We will seek help in revising and improving existing programs, and we do need resources to plan and develop new ones.

If Federal funds for postsecondary occupational education are directed in the way we recommend, there will be, in our opinion, greatly expanded enrollment in occupational education programs throughout the Country. We doubt, however, that increased enrollment in occupational education will be at the expense of baccalaureate enrollment in our colleges and universities. Baccalaureate degree candidates normally will not settle (even if some should) for an associate degree or for a certificate in occupational education.

The new students in occupational education will be, by and large, persons who will enroll only if new incentives are provided. The new students will be those who the Congress intended should be assisted--namely, those who, for economic reasons, would not otherwise obtain a postsecondary education. Therefore, we strongly encourage Federal support to implement our major recommendation, which is student access.

Our legislative proposal describes ways that we believe Federal funds can be used to increase student access. There are undoubtedly others that ingenuity in the states and local communities will uncover. We have suggested Federal (and matching) support for (1) tuition reductions for students in occupational education programs; (2) incentives for institutions to expand their programs of recruitment; (3) support for training of guidance counselors in the public schools; (4) new programs to meet changing manpower needs; (5) expanding student choice by encouraging the offering of programs of occupational education in institutions not now providing such service; and (6) what we call the two-on-two program. Most occupational education programs in our institutions offer the graduate a two-year certificate or two-year associate degree. At Penn State and at other four-year colleges, we are experimenting with a two-year, upper division program for two-year graduates from which the successful candidate may achieve a baccalaureate degree. These two-on-two programs enable candidates to delay their decision of occupational training versus college degree. If they stop at the end of two years, they are readily employable. If they want to continue to a baccalaureate degree, they may; and at the end of four years, they receive the baccalaureate degree and are even more employable.

Let me add here that, as a result of wide distribution of S. 942, we have received many favorable and some critical reactions to our bill. Because some of the critical reactions are justified, we are preparing revisions which will be available to the Committee shortly. Most important of those revisions is the addition of "extra cost" to "access" as an authorized use of Federal funds. By "extra cost" we mean the difference in the cost, to the institution, of vocational and academic programs. Many excellent programs never see the light of day because of excessive start-up and operating expenses.

The second annual report of the National Advisory Council on Vocational Education describes this proposed use:

> "A principle reason local school districts have been slow to make occupational programs available to all who want them is that the initial costs of vocational education are higher than for college-preparatory programs. The efficient way to use the Federal dollar to encourage vocational and technical education as career preparation is for the Federal Government to pay all or a substantial part of these extra costs. For example, an appropriate vocational program might cost the Federal Government $1500 to $3000 if the student enrolls in a separate, fully federally supported program. But a fraction of that amount would be needed if the Federal Government paid only the extra cost of the vocational program for that student in the mainstream of secondary or postsecondary school."

Thus far, we have proposed that the Congress, in reauthorizing the Vocational Education Act, authorize a new program of postsecondary occupational education, the provisions of which shall apply equally to part-time and to full-time students and which shall include the use of Federal and matching funds to encourage student access and to defray the "extra cost" of postsecondary occupational education programs.

To accomplish our purpose, we are suggesting that many provisions of Part B of Title X (Occupational Education) of the Higher Education Act be implemented. Among other important contributions of Title X, Part B, we endorse the following:

1. The designation of postsecondary institutions to provide postsecondary occupational education.

2. The option of the state to designate the agency (Sec. 1055, HEA) for the administration of postsecondary occupational education.

3. The use of the 1202 state commission for the development, initiation, and overview of the state plan.

4. The involvement of all interested parties, including the state board for vocational education in state planning activities.

5. Opportunity for all eligible institutions to provide programs.

The balance of this testimony will deal with the need for both institutions and state agencies to be accountable for the use to which they put public funds. The member institutions of our Association have a history of responsible use of public funds. We believe, however, that legislative bodies must clearly define the permissible uses of authorized money. It is difficult for the institutions to be rigorously accountable if the law is vague, or if the uses spelled out in law permit the co-mingling of Federal funds with other institutional revenues. We are confident that responsible state agencies are equally concerned with accountability.

The Higher Education Facilities Act of 1963 is the best state grant legislation, of which I am aware, that enabled institutions and state agencies to account, dollar for dollar, for their use of Federal funds. It also provided for an effective listing of priorities based on well defined criteria.

We are supporting an equally objective method for the allocation of postsecondary vocational education funds within the state. Our proposal says to the state planning agency, in effect, that the mission of Federal funds is student access. We suggest some ways that access can be expanded and we challenge the state to devise more ways. We then propose to the state to experiment with various methods that fit the unique state circumstances. Finally, we ask the state to evaluate periodically its progress to determine the degree the plan was implemented successfully and what was the relative success of the various methods it chose to promote student enrollment.

As for "extra cost," the 1202 State Commission would determine what the "extra cost" is for the various types of postsecondary occupational programs, and the degree to which those costs should be reimbursed--

based on the need for the program and based upon the availability of funds. The state commissions should recommend the manner of reimbursement--whether on a contract basis with institution(s) or on a full-time equivalency (FTE) basis.

The state, in its operational plan, will be required to define how institutions will be chosen to serve the objectives of the legislation. The plan will specify whether public funds will be distributed to institutions according to a formula, by competitive proposals, or by some other method, depending upon factors relating to the objective to be served and according to circumstances within the state.

We support, Mr. Chairman, state-wide planning and the state agency distribution of funds. As increased Federal funding is channeled through this mechanism, states are able to serve state and local priorities and the state's citizens are able to help determine how taxpayers' money is spent. At the same time, both the distributors of public funds and the recipients of public funds should be held strictly accountable for the use to which those funds are put.

The membership of the National Association of State Universities and Land-Grant Colleges is proposing that the Congress take this opportunity to authorize a new program of postsecondary occupational education. We propose a program that will provide an expanded service for our citizens who want challenging new occupations; and, finally, we propose a program for our citizens who seek the opportunity to upgrade themselves in their current occupations through part-time study.

I thank you, Mr. Chairman, and Members of the Committee for the opportunity you have given us to testify.

NATIONAL ASSOCIATION
OF STATE UNIVERSITIES
AND LAND-GRANT COLLEGES

One Dupont Circle, Washington, D. C. 20036 202 293-7120

May 15, 1975

The Honorable Claiborne Pell, U.S.S.
325 Old Senate Office Building
Washington, D. C. 20510

Dear Senator Pell:

One of the positive results of your gracious introduction of S. 942 was our receiving numerous comments from our memberships around the country. Evaluating these comments has led us to recognize certain revisions in our original proposal. Attached is a copy of our new issue paper summarizing this Association's views on the Vocational Education Act amendments and a section by section analysis of our proposed reauthorization.

We hope this will be of some assistance to you as you consider the changes in the bill. We are grateful for your providing us with the opportunity to make our members views known in the area of Vocational Education.

Please let us know when we may be of assistance in this or any other matters.

Sincerely yours,

Jerold Roschwalb

Jerold Roschwalb
Director, Governmental Relations

JR/aph
cc: Ms. Jean Frolicher

NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND
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Postsecondary Vocational Education

1) An Outline of Issues
2) S. 942--An Analysis

May 15, 1975

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The Issues

There is a wide range of issues relating to the reauthorization of the Vocational Education Act. NASULGC is concerned only with those of postsecondary vocational education. To simplify a complicated subject, the key issues of postsecondary vocational education may be reduced to the following three:

1) The size and the recipients of the postsecondary set-aside.

2) The authorized use of Federal funds.

3) The control of Federal funds within the states.

The Proposers

Three national education associations have sponsored legislation to reauthorize the Vocational Education Act of 1963 in the U. S. Senate and in the U. S. House of Representatives:

NASULGC	National Association of State Universities and Land-Grant Colleges (S. 942, H. R. 4797)
AACJC	American Association of Community and Junior Colleges (S. 939, H. R. 3036)
AVA	American Vocational Association (S. 941, H. R. 3037)

The Size and the Recipients of the Postsecondary Set-aside

The Vocational Education Act of 1963 requires that each state set aside 15% of the program funds (Part B) for postsecondary vocational education " ... for persons who have completed or left high school and who are available for study in preparation for entering the labor market; ... " In 1973, nationally, 35.7% of the Federal funds was spent on vocational education programs that qualified as postsecondary or adult. The programs were conducted in secondary schools and in postsecondary institutions.

Proposals

NASULGC	40% of the program (Part B) funds are reserved for postsecondary occupational education programs conducted in postsecondary occupational education institutions.
AACJC	40% of program funds are set aside for postsecondary vocational education. An additional 20% may go, all or in part, to postsecondary occupational education according to state needs. "Of the state's occupational allotment for a fiscal year, 75% may be used only for programs and activities carried out by community colleges." Branch campuses are ineligible. The occupational allotment (probably the remaining 25%) is used also for state administration, comprehensive state planning, and for strengthening the State Advisory Council.
AVA	30% is reserved for postsecondary and adult vocational education programs (vocational programs for persons 16 years of age and older, who are not in elementary or high school).

NASULGC does not believe that its proposed 40% set-aside for postsecondary would deprive secondary schools of needed program funds. NASULGC would agree to a "hold harmless" provision to protect those programs.

NASULGC believes that postsecondary training at the semi-professional or para-professional level will be required increasingly if the national interest is to be served. By targeting the set-aside on occupational programs in postsecondary institutions, NASULGC thinks this objective will be met.

Use of Federal Funds

Should the use of Federal funds be narrowly defined to ensure that the intent of Congress is served? Or should the authorized uses be general in nature so that any use is eligible so long as postsecondary vocational education is either expanded or improved?

Proposals

NASULGC	1) To increase access to (expand enrollment in) postsecondary occupational education; 2) To pay for all or part of the difference between the cost of conducting occupational programs and the cost of conducting academic programs.
AACJC	Design, establish, and conduct programs of occupational education, involve secondary schools in placement and counseling, design of high quality programs, train teachers and administrators; lease, rent or remodel facilities.
AVA	Program operation, construction, services to assure quality, vocational education student organizations, residential schools, home economics, cooperative vocational education.

NASULGC believes that current law and the proposals of AACJC and AVA provide for uses of Federal funds that are so general in scope and so vague in nature that state agencies and institutions cannot be accountable for their expenditure of Federal funds. Whether or not NASULGC's suggestions of "access" and "extra cost" are finally accepted, the Association appeals for well defined and clear-cut authorized uses.

Control of Funds Within the States

In the existing law and in all proposed revisions, Federal funds are channeled to institutions on the basis of plans prepared by the State. According to the General Accounting Office, state plans today are prepared only for compliance with OE requirements in order to receive Federal funding. State plans, then, are compliance documents--and do not pretend to result from objective research into employer needs, student demand, and institutional capacity. The state agency for vocational education, as the planner and as the spender, has nearly unlimited control over the distribution of Federal funds within the state.

Proposals

NASULGC (and AACJC)

1) Permits but does not require a sole state agency for the administration of secondary and postsecondary vocational education.

2) The 1202 State Commission (the state's postsecondary education planning agency), with the help of State Advisory Council, would carry out the research necessary to prepare a comprehensive state-wide plan for postsecondary occupational education.

3) The state agency for administration would be required to comply with the plan of the 1202 State Commission.

AVA

1) Requires a sole state agency.

2) State agency for vocational education would prepare the plan for the state's vocational education program (both secondary and postsecondary).

3) State agency would administer the state's program for vocational education (both secondary and postsecondary).

NASULGC believes that planning for postsecondary occupational education should not be isolated from planning for all postsecondary education. For that reason alone, the 1202 Commission is the appropriate agency to plan for postsecondary occupational education. Further, the 1202 State Commission is charged by law (HEA X B) to plan for occupational education. Its participation as the planner will be an appropriate balance to the spending authority of the administrative agency.

Revisions to S. 942

As a result of the introduction into the House and the Senate of its legislative proposal, NASULGC became aware of certain limitations in the bill.

1) In S. 942, the postsecondary set-aside would be used to train persons 16 years of age and older all of whom would be trained in postsecondary institutions. Since secondary schools provide important services for adults, this provision has been altered. NASULGC's revision would continue adult vocational and adult remedial classes in secondary schools. The 40% set-aside would provide for programs at the postsecondary level (defined as those "vocational programs conducted in postsecondary institutions").

2) S. 942 provides for a single use for Federal funds--"access to postsecondary occupational programs." The NASULGC revision provides for an additional use: to defray the "extra cost" of occupational programs.

The National Advisory Council on Vocational Education, in its first annual report of July 15, 1969, and its second report dated November 15, 1969, and in its fourth report dated January 16, 1971, justifies, repeatedly, the use of Federal monies to meet the "added cost" of vocational programming. Quoting from the second report, the National Advisory Council says,

> "A principle reason local school districts have been slow to make occupational programs available to all who want them is that the initial costs of vocational education are higher than for college-preparatory programs. The efficient way to use the Federal dollar to encourage vocational and technical education as career preparation is for the Federal Government to pay all or a substantial part of these extra costs. For example, an appropriate vocational program might cost the Federal Government $1500 to $3000 if the student enrolls in a separate, fully federally supported program. But a fraction of that amount would be needed if the Federal Government paid only the extra cost of the vocational program for that student in the mainstream of secondary or postsecondary school."

The NASULGC revision would have the states determine through the mechanism of the state plan how much of the postsecondary set-aside would go to each of the authorized uses- and the degree to which the "extra cost" would be reimbursed to the institutions.

Section-by-Section Analysis

The following is a section-by-section analysis, together with revisions, of S. 942. The left-hand column is a photo copy of the bill. The right-hand column is the explanation. The paragraphs in italics explain the proposed revisions.

S 942

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Postsecondary Vocational Education Act of 1978."

AMENDMENT PERTAINING TO DECLARATION OF PURPOSE

Sec 2 Section 101 of the Vocational Education Act of 1963 is amended by inserting after the term "vocational education" wherever such term occurs the following: "and postsecondary occupational education."

Section 2 establishes postsecondary occupational education as one of the purposes of the Vocational Education Act.

DEFINITION OF POSTSECONDARY OCCUPATIONAL EDUCATION

Sec 3 (a) Section 108(1) of such Act is amended by inserting immediately before the period at the end thereof the following: ", such term does not include training, retraining, guidance, counseling, instruction, and education of individuals who are sixteen years of age or older and who have graduated from or who have left elementary or secondary school."

Section 3(a) defines vocational education to exclude all training, guidance, counseling, instruction, and education of persons over 16 and who have graduated from or who have left elementary or secondary school.

Revision

By defining vocational education (as opposed to postsecondary occupational education) according to age or secondary school status, the legislation would deny adults the opportunity of attending federally supported secondary school vocational classes. Those classes provide an important service to high school drop-outs as well as to adults who wish to learn a trade or a mechanic occupational which is best taught in secondary schools. NASULGC would encourage secondory schools to continue serving adults; therefore, Section 3(a) should be eliminated from the legislation.

(b) Section 108 of such Act is amended by redesignating paragraphs (2) through (13) as paragraphs (4) through (15), respectively, and by inserting immediately after paragraph (1) thereof the following new paragraphs:

"(2) The term 'postsecondary occupational education' means education, training, or retraining (and including guidance, counseling, and placement services) for persons sixteen years of age or older who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a State, which is designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations (including new and emerging occupations), or to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specified by regulation, to be generally considered professional or which require a baccalaureate or advanced degree.

Section 3(b) renumbers certain paragraphs.

Section 3(b)(2) defines postsecondary occupational education as it is defined in Section 1060(2) of the Higher Education Act. The term "postsecondary occupational education" is training, etc., for persons sixteen years old or older and who have left elementary school. The training is conducted by an institution legally authorized to provide postsecondary education in the state; and the programs must be less-than-baccalaureate level, determined by the Commissioner.

Revision

Section 3(b)(2) is the corollary of Section 3(a). It would maintain that postsecondary occupational education is for adults and is conducted in postsecondary occupational education institutions; NASULGC finds the definition of postsecondary vocational education in the Federal Register on February 25, 1975 (p. 8079), more acceptable.

> *"'Postsecondary vocational education' means vocational education which is designed primarily for youth or adults who have completed or left high school and who are available for an organized program of study in preparation for entering the labor market. Such education may be provided in schools or institutions such as business or trade schools, technical institutions, or other technical or vocational schools; and departments of colleges and universities, junior or community colleges, and other schools offering vocational education, particularly technical education, beyond grade 12. The term shall not be limited to vocational education at the level beyond grade 12 if the vocational education needs of the persons to be served, particularly high school dropouts, require vocational education at a lower grade level. Anything modified by the adjective 'postsecondary' pertains to postsecondary vocational education as herein defined."*

A sentence qualifying adult courses as postsecondary vocational education should be added to the definition. Summarizing NASULGC's new proposal, postsecondary vocational education may be taught either in secondary schools or in postsecondary occupational institutions.

"(3) The term 'postsecondary occupational education institution' means an educational institution in any State which

"(a) admits as regular students only persons sixteen years of age or older who have graduated from or left elementary or secondary school,

"(b) is legally authorized within such State to provide a program of education beyond secondary education, including community and junior colleges and other institutions of higher education (including branch campuses) as well as area and postsecondary schools and technical institutes,

"(c) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree,

"(d) is a public institution, and

"(e) is accredited by a nationally recognized accrediting agency or association or, if not so accredited,

"(A) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or

"(B) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited.

"Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (a), (b), (d), and (e). For purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered."

Section 3(b)(3). The definition of postsecondary occupational education institution is taken from the definition of institution of higher education in Section 1201 of the Higher Education Act. Unlike Section 1201, it does not require that regular students be graduated from elementary or secondary schools. They may have simply left. It also provides that the institution be public.

Like Section 1201, the institution must be authorized legally in the state to provide programs of education beyond secondary school. It provides for appropriate degree-level programs. The accreditation provisions are included.

ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL AND OCCUPATIONAL EDUCATION

SEC. 4. (a) Part A of such Act is amended by adding at the end thereof the following new section:

"STATE APPLICATION AND ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL EDUCATION AND POSTSECONDARY OCCUPATIONAL EDUCATION

"SEC. 110(a). To be eligible for its allotment for a fiscal year under Section 103(a)(2), a State shall submit to the Commissioner an application including the following:

"(1) Assurance that the State's allotment for a fiscal year under Section 103(a)(2) shall be divided into two parts. One part of such allotment may be used only for grants under subpart 1 of part B, and the other may be used only for grants under subpart 2 of part B. The part to be used for grants under subpart 1 shall be known as the State's vocational education allotment for that year, and the part to be used for grants under subpart 2 shall be known as the State's postsecondary educational allotment for that year;

"(2) Assurance that not less than 40 percentum of the funds allotted to the State under Section 103(a)(2) for the programs and activities under each of the two subparts;

"(3) Providing for a mechanism or procedure, consistent with state law and state organizational structure, for a joint determination by the State Board, as designated under subpart 1 of Part B, and the State Commission, as designated under subpart 2 of Part B, of the most effective and equitable allocation of the remaining 20 per centum (remaining after the basic 40 per centum allocations) between subpart 1 and subpart 2 of Part B, taking into consideration the purposes of the Act as set forth in Section 101 and the state plans or state planning as required under each subpart.

Section 4 adds a new Section 110 to provide separate allotments for vocational education and for postsecondary occupational education.

Section 110. To be eligible for its allotment under Part B, the state must make application to the Commissioner and provide that:

(1) The state will divide its allotment under Part B into two parts. Subpart 1 is vocational education; Subpart 2 is postsecondary occupational education.

(2) The state assures the Commissioner that 40% of the Part B funds will go to vocational education and 40% to postsecondary occupational education.

(3) In its application, the state provides for a procedure for determining how the balance of 20% of its allotment should be divided between vocational education and postsecondary occupational education.

Revision

NASULGC would eliminate Section 110(a)(3) (providing a means for dividing 20% of the appropriation between the vocational allotment and the occupational allotment). The state will divide Part B funds (Section 103(a)(2)) so that at least 40% will go to postsecondary occupational education and the balance will go to vocational education. A "hold harmless" provision would be added so that postsecondary institutions in the state would not receive less Federal aid in the future than they received in FY 1974.

The change in the NASULGC proposal is based upon the continuing role secondary schools should play in postsecondary vocational education and upon the concern of NASULGC that postsecondary occupational education institutions not deprive secondary schools of Federal funds for important vocational programs.

"(4) Setting forth a mechanism or procedure which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to carrying out the purposes of this Act;

"(5) Agrees to submit to the Commissioner such state plans or documents as required under subparts 1 and 2 of Part B as are required for participation by the State in the programs authorized by those subparts.

"(b)(1) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State, finds that any of the assurances required by this part are unsatisfactory, or that there is a failure by the State to comply with such assurances or other requirements of this section, the Commissioner shall notify the State that no further payments will be made to the State under any program authorized by this part until the Commissioner is satisfied that there has been or will be compliance with the requirements of this section.

"(2) A State which is dissatisfied with a final action of the Commissioner under this section may appeal to the United States court of appeals for the circuit in which the State is located by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in Section 2112 of Title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court, affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in Section 1254 of Title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action."

Section 110(a)(4). The state submits to the Commissioner a description of its procedure for resolving differences between the various institutional interests in the state.

(a)(5). The state agrees to provide the necessary plans and documents required under both Subparts 1 and 2.

(b)(1). The Commissioner, if dissatisfied with state assurances, may notify the state. Further payments will not be made until the Commissioner is satisfied with state compliance.

(b)(2). Provides an appeal mechanism for the state.

(b)(1) Part B of such Act is amended by inserting immediately before the title of section 121 the following:

"SUBPART 1—VOCATIONAL EDUCATION PROGRAMS"

(2) Section 121 of such Act is amended to read as follows:

"SEC. 121. From the sums made available for grants under this subpart pursuant to sections 102, 103, and 110, the Commissioner is authorized to make grants to States to assist them in conducting vocational education programs for individuals in all communities of the States, which are designed to insure that education and training programs for career vocations are available to individuals who desire and need such programs."

(3) Section 122(a) of such Act is amended by striking out paragraphs (2) and (3) and by redesignating paragraphs (4) through (8) thereof as paragraphs (2) through (6), respectively, and section 102(b) and section 103(c) of such Act are each amended by striking out "section 122(a)(4)(A)" and inserting in lieu thereof "section 122(a)(2)(A)."

(4) Section 122(c) of such Act is amended to read as follows:

"(c)(1) At least 25 percentum of that portion of each State's vocational education allotment of funds appropriated under section 102(a) for any fiscal year beginning after June 30, 1969, which is in excess of its base allotment shall be used only for the purpose set forth in paragraph (2)(A) of subsection (a): *Provided*, That for any such fiscal year the amount used for such purpose shall not be less than 15 percentum of the total allotment of such funds for each State, except as any requirement under this paragraph may be waived for any State by the Commissioner for any fiscal year upon his finding that the requirement imposes a hardship or is impractical in its application.

"(2) At least 10 percentum of each State's vocational education allotment of funds appropriated under section 102(a) for any fiscal year beginning after June 30, 1969, shall be used only for the purpose set forth in paragraph (2)(B) of subsection (a).

"(3) As used in this subsection, the term 'base allotment' means the sum of the allotments to a State for the fiscal year ending June 30, 1969, from (A) sums appropriated under section 102(a) of this Act, (B) the Smith-Hughes Act (that is, the Act approved February 23, 1917 (39 Stat. 929; 20 U.S.C. 11-15, 16-28)), (C) the Vocational Education Act of 1946, and (D) any of the supplementary vocational educational Acts (including, in the case of American Samoa, section 2 of the Act of September 25, 1962, 48 U.S.C. 1667)."

(4) Section 123(a) of such Act is amended by striking out "this title" wherever such term occurs, except in paragraph (10), and inserting in lieu thereof "this subpart," by striking out "all population groups" in paragraph (6)(B) and inserting in lieu thereof "individuals," by striking out "this part" in paragraph (11) and inserting in lieu thereof "this subpart," and by striking out "all persons" in paragraph (11) and inserting in lieu thereof "individuals."

(5) Section 123(b) of such Act is amended by striking out "this part" and inserting in lieu thereof "this subpart."

(6) Section 123(c) and section 123(d) of such Act are each amended by striking out "this title" wherever such term occurs and inserting in lieu thereof "this subpart."

(7) Section 124 is amended by striking out "this part" in subsection (a) and inserting in lieu thereof "this subpart" and by striking out "this title" wherever such term occurs in subsections (b) and (c) and inserting in lieu thereof "this subpart."

Section 121 amends Section 121 of the Vocational Education Act by deleting the words "of all ages" and "all individuals" from Section 121 of the current law.

> Revision
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> The amendment to Section 121 of the Act is not necessary because NASULGC acknowledges the vital role played by secondary schools in the vocational training of persons of all ages.

Section 122. These are essentially technical amendments that would remove paragraphs (2) and (3) from Section 122(a) of the Act. Paragraph (2) is the postsecondary provision and paragraph (3) pertains the persons in the labor market who need training.

Section 122(c)(1) and (2) provide for set-asides of the vocational allotment for the handicapped and for the disadvantaged.

Section 123. Essentially technical and conforming amendments for the establishment of Subparts 1 and 2.

POSTSECONDARY OCCUPATIONAL EDUCATION

Sec. 5. (a) Part B of such Act is amended by adding at the end thereof the following:

"Subpart 2—Postsecondary Occupational Education Programs

"AUTHORIZATION FOR STATES TO USE POSTSECONDARY OCCUPATIONAL EDUCATION ALLOTMENT

"Sec. 125. A State shall be authorized to use the funds allotted to it under the postsecondary occupational education allotment for each fiscal year for the activities set forth in Section 126 in order to promote access to postsecondary occupational education programs in such State, provided that such State has met the requirements as set forth in Section 127.

"USES OF FEDERAL FUNDS

"Sec. 126(a) A State may use its postsecondary occupational education allotment only for—

"(1) programs to promote access to postsecondary occupational education as set forth in Section 129;

"(2) planning related to promotion of access to postsecondary occupational education by State Commissions as set forth in Section 128;

"(3) administration of the programs authorized in this subpart by the State Agency designated in accordance with Section 127; and

"(4) evaluation of the program under this subpart, and the dissemination of the results of such evaluation pursuant to Section 127(5);

"except that not more than —— per centum shall be used for the purpose in paragraph (3), not less than —— per centum nor more than —— per centum shall be used for the purpose of paragraph (2), and not less than —— per centum nor more than —— per centum shall be used for the purpose of paragraph (4).

"(b) Of a State's postsecondary occupational education allotment for a fiscal year, 10 per centum may be used only for programs and activities as authorized under Section 129 to benefit handicapped persons, and 15 per centum may be used only for programs and activities as authorized under Section 129 to benefit persons (other than handicapped persons as defined in Section 108(8)) who have academic, socioeconomic, or other handicaps which prevent them from succeeding in the regular postsecondary occupational education program.

Section 5 establishes postsecondary occupational education as Subpart 2 of Part B.

Section 125 provides for the conditions under which the state is authorized to use its allotment under Subpart 2.

Section 126 provides that the state may use its allotment for postsecondary occupational education in four ways:

(1) Programs to promote access to occupational education
(2) Planning
(3) Administration
(4) Evaluation

Section 126 also would establish the maximum percentage of the postsecondary occupational education allotment that may be used for administration, as well as maximum and minimums for planning and evaluation.

> *Revision*
> *NASULGC would amend Sections 125 and 126 so that funds allotted to the state under the postsecondary occupational education allotment would be used to "promote access to postsecondary occupational education programs in postsecondary occupational education institutions defined in Section 108(6)(3)." These Sections would be amended further to authorize the use of Federal funds to defray the "extra cost" of postsecondary occupational education programs (compared to the cost of non-vocational academic programs).*

Section 126(b) provides for minimum set-asides: 10% for the handicapped and 15% for the disadvantaged.

"STATE APPLICATION FOR POSTSECONDARY OCCUPATIONAL EDUCATION

"Sec. 127(a). Pursuant to agreement provided in Section 110(5), the State shall:

"(1) designate the State Commission established pursuant to Section 1202(a) of the Higher Education Atc of 1965 as the State Commission to carry out planning as required under this subpart;

"(2) designate or provide for the establishment of a State agency authorized in accordance with State law as the State agency for disbursement of the State's postsecondary education allotment in accordance with the planning by the State Comimssion, and for proper fiscal control and accounting of funds granted to a State under this subpart;

"(3) provides assurance that funds granted the State will be used only for purposes set forth in Section 126, in a manner which is consistent [illegible] planning as required in Section 128;

"(4) provides that the State Commission designated under paragraph (1) shall undertake a continuous program of planning, in consultation with appropriate State agencies and institutions, in accordance with Section 128.

Section 127 describes the state application to the Commissioner to be eligible for its allotment of funds for *postsecondary occupational education.*

(1) The state must designate the 1202 state commission for state-wide planning for postsecondary occupational education.

(2) The state must designate a state agency to disburse the state's postsecondary allotment to the institutions. Provision is made for the disbursement in accordance with the state plan. The state agency must exercise proper fiscal controls.

(3) The state agency must use the funds for program, administration, planning, and evaluation pursuant to provisions of Section 126. The funds must be spent in accordance with the state plan provided for in Section 128.

(4) The 1202 Commission shall consult with the appropriate state agencies and institutions in the preparation of its program of continuous planning.

(5) provides that the State Commission designated under paragraph (1) shall annually evaluate, with participation by the State Advisory Council on Occupational and Vocational Education, the use by the State of funds allotted to the states under this subpart in relationship to the state plan required under Section 128(b), including consideration of the relative effectiveness of various means used by the state to promote access to postsecondary occupational education, and provides that the results of such evaluation shall be reported to the Commissioner at such times and in such form as the Commissioner may reasonably require.

(6) requires that each postsecondary occupational education institution which receives Federal funds under this subpart shall use such funds only for the postsecondary occupational education programs for which such funds were granted and shall provide assurances to the State agency designated pursuant to paragraph (2) that such funds will be used so as to supplement and not supplant, the level of funds from other sources available for such programs; and

(7) Provides that the State's postsecondary occupational education allotment for a fiscal year shall pay for not more than 50 per centum of the total expenditures made in carrying out the planning, administration, programs and activities under this subpart.

(b) The provisions of Section 434(b)(3) of the General Education Provisions Act shall apply to any State application submitted under this section.

Section 127(a)(5). The 1202 State Commission, with the participation of the state advisory council, is required to evaluate the use of state funds for occupational education. The evaluation would solve two issues: The degree to which the program complies with the state plan and the effectiveness of the means selected by the state to promote access. The results of the evaluation would be reported to the Commissioner.

(6). Participating postsecondary occupational education institutions may use funds only for the purposes that they were granted, and the funds may not supplement or supplant other institutional funds for postsecondary occupational education programs.

(7). State and/or local funds must match the Federal funds on at least a one-to-one basis.

(7)(b). The Commissioner will provide by regulation for the proper state administration, fiscal control, and reports as a precondition for approval of the state application.

"STATE PLAN AND PLANNING

"Sec. 128. (a) The State commission designated pursuant to paragraph (1) of section 127 shall undertake a continuous program of statewide planning for postsecondary occupational education, which shall—

"(1) assess the existing capacity, or potential capacity, of all public postsecondary education institutions in the State (without regard to whether such institutions are under the supervision of the State Board of Vocational Education) to undertake programs to promote access to postsecondary occupational education;

"(2) determine student demand for postsecondary occupational education programs;

"(3) determine, in coordination with planning as required under the Comprehensive Employment and Training Act, of manpower needs in the State as a whole, and in the political subdivisions thereof;

"(4) propose methods for extending the benefits of postsecondary occupational education to groups not served by such programs, including improved out-reach, recruitment, guidance and counseling;

"(5) investigate and propose various methods to promote access to postsecondary occupational education; and

"(6) propose methods to give special consideration to the occupational education needs of persons for whom a full-time program is not feasible, such as housewives and persons currently employed full time who wish to upgrade their skills.

Section 128(a) requires that the 1202 State Commission undertake a continuous program of state-wide planning for postsecondary occupational education, including:

(1) An assessment of the state capacity to conduct and promote access to postsecondary occupational education.

(2) An assessment of student demand for postsecondary occupational education.

(3) In conjunction with CETA, a determination of the manpower needs of the state.

(4) Proposed methods for extending occupational education to groups not served.

(5) A proposal for various ways to promote access (increase enrollment) in postsecondary occupational education.

(6) A consideration of the occupational needs of persons who are or may become part-time students.

> *Revision*
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> *In order to provide for the use of Federal funds to defray the "extra cost" of postsecondary occupational education programs, the state planning commissions should determine what the "extra cost" is for the various types of postsecondary occupational programs in their states and the degree to which those extra costs should be reimbursed--based on the need for the program an based upon the availability of funds. The 1202 State Commissions should recommend the manner of reimbursement--whether on a contract basis with institution(s) or on a full-time-equivalence (FTE) basis.*

"(b) Prepare, with the advice of the State Advisory Council on Vocational and Occupational Education, an annual State plan, which shall serve as the basis for disbursement of the State's allotment for that year by the State agency designated in accordance with paragraph (2) of section 127. Such annual State plan shall:

"(1) Specify the means to be used in selecting postsecondary occupational education institutions to receive funds and the means to be used for determining the amount of funds to be granted to each such institution;

"(2) Provide for the distribution of funds by the State agency according to (a) a distribution formula based on objective criteria, (b) determinations (based upon objective criteria) as to which postsecondary occupational education programs will most effectively and economically meet previously ascertained needs, or (c) a combination of the methods of distribution of funds described in (a) and (b);

"(3) Contain the provisions required under (1) and (2) in sufficient specificity to enable the Commissioner to determine whether actual decisions under such plan conform to those requirements of such plan pursuant to section 127(a)(5);

"(4) Give special consideration to students who desire to continue their education after high school but are unable to do so on a full-time basis, so that programs for these part-time students will receive consideration equal to that given to programs for full-time students;

"(5) Include as eligible public postsecondary occupational education institutions not only such institutions as may be under the supervision of the State Board of Vocational Education, and

"(6) Provide that programs authorized by this part may be carried out through contractual arrangements with private non-profit postsecondary institutions where such arrangements can make a contribution to achieving the purposes of this part by providing substantially equivalent education, training, or services more readily or more economically, or by preventing needless duplication of expensive physical plant and equipment, or by providing needed education or training of the types authorized by this part which would not otherwise be available.

Section 128(b). With the advice of the state advisory council, 1202 Commission prepares an annual state plan which will be the basis for distributing the state's allotment by the state administrative agency. The plan will:

(1) Specify, for the administrative agency, the means for selecting postsecondary occupational education institutions to serve the state's occupational needs and the means whereby the State administrative agency may determine the amount of funds to be granted to each institution.

(2) Requires an objective basis for the distribution of funds. If the use of funds lends itself to a distribution formula, the formula shall be used. If the use does not lend itself to a formula distribution, other objective ways of distributing funds shall be devised.

(3) For the purposes of the eventual evaluation, items (1) and (2) above have to be sufficiently clear so that the Commissioner may determine the degree to which the decisions conform to the state plan.

(4) Requires that postsecondary occupational education programs for part-time students be given consideration equal to that given to programs for full-time students.

(5) All eligible postsecondary occupational education institutions must be considered in the state plan... not just those under the supervision of the state board.

(6) Provides an arrangement whereby private, non-profit postsecondary institutions may participate in the program. Contractual arrangements may be made with these institutions if such arrangements bring about the most cost-effective way of providing the service.

"PROGRAMS TO PROMOTE ACCESS

"Sec. 129. In accordance with the State plan prepared by the State Commission pursuant to section 128, the State agency designated pursuant to section 127 shall disburse funds under this subpart to postsecondary occupational education institutions in the State in order to promote access to postsecondary occupational education, including programs such as the following:

"(1) Programs to reduce tuition and fees, but any such program would be required to include appropriate reductions in the tuition and fees charged part-time students. Whether tuition and fees are reduced could be determined by comparison with those charged for courses which, though not supported under the Act, have comparable instructional costs, by comparison with the tuitions and fees previously charged for the same course, or by such other method as the Commissioner deems will assure the tuition and fees charged are lower than they would be but for the grant.

"(2) Programs of in-service training for guidance and counseling personnel serving in elementary and secondary schools in order to familiarize such personnel with opportunities afforded by postsecondary occupational education.

"(3) Programs under which payments are made to assist institutions to meet their costs of instruction, but only where such payments are linked to progressively increasing occupational enrollments.

"(4) Curriculum development programs for new curriculums and modifications of old curriculums to meet the job market.

"(5) Programs to broaden the types of institutions providing these programs so that the variety in the types of institutions will meet the needs and desires of an increased number of students.

"(6) Innovative arrangements, including competency based learning under which courses given in postsecondary occupational education programs may be counted for credit toward a bachelor's degree where the student chooses to continue his education.

"EVALUATIONS BY COMMISSIONER

"Sec. 130. In carrying out his duty under Section 417 of the General Education Provisions Act to make annual evaluative reports to the Senate and House Education Committees, the Commissioner shall give special attention to evaluation of the various means for promoting access to postsecondary occupational education programs to assist the Congress in its oversight responsibilities."

Section 129 provides that funds disbursed under Subpart 2 of Part B shall be used in the state to promote access to postsecondary occupational education programs. Suggested methods include tuition reduction, improved guidance and counseling, institutional incentives to increase enrollment, curriculum development to provide new programs, encouragement of the participation of institutions that had not previously served, and innovative arrangements that would assure students that occupational programs are not academic "dead-ends."

Revision

An additional section will be required to authorize the state agencu to disburse funds under this subpart to defray the "extra cost" of postsecondary occupational education programs.

Section 130. The Commissioner shall inform the House and Senate Education Committees of the effectiveness of the various methods for promoting access.

AMENDMENTS TO NATIONAL AND STATE ADVISORY COUNCIL PROVISIONS

SEC. 6. (a) Section 104(a) of such Act is amended as follows—

(1) Paragraph (1) of such subsection is amended by striking out "National Advisory Council on Vocational Education" and inserting in lieu thereof "National Advisory Council on Vocational and Postsecondary Occupational Education" and by inserting after "programs" in subparagraph (C) the following: "and postsecondary occupational education programs"

(2) Paragraph (2) of such subsection is amended by inserting the following after "vocational education programs" each time it appears "and postsecondary occupational education programs".

(3) Paragraph (5) of such subsection is amended by striking out "vocational education" wherever such term occurs and inserting in lieu thereof "postsecondary occupational education"

(b) Section 104(b) of such Act is amended as follows—

(1) Subparagraph (A) of Section 104(b)(1) of the Act is amended by redesignating clauses (iii) through (ix) as clauses (iv) through (x), respectively, and by striking out clause (ii) and inserting in lieu thereof the following clauses:

"(ii) representative of community and junior colleges and other postsecondary occupational education institutions, as defined in Section 108 of this Act,

"(iii) representative of area vocational schools, technical institutes, and adult education agencies or institutions, which may provide programs of vocational or technical education and training"

(2) Subparagraph (B) of Section 104(b)(1) of the Act is amended by inserting the words "subpart 1 of" after the words "State plan submitted pursuant to"

(3) Subparagraphs (C)&(D) of Section 104(b)(1) of the Act are redesignated subparagraphs (D) and (E), respectively, and a new subparagraph (C) shall read as follows:

"(C) advise the State Commission designated or established pursuant to Section 127(a)(1) of subpart 2 of Part B with respect to the evaluation required pursuant to paragraph (5) of Section 127(a), and with respect to the continuous programs of state-wide planning for postsecondary occupational education and development of the annual State plan pursuant [illegible] section 128."

TECHNICAL [illegible] TO PARTS C THROUGH J OF THE VOCATIONAL EDUCATION ACT OF 1963

SEC. 7. Parts C, D, E, G, H, I and J of such Act are each amended by inserting after "vocational education" wherever such term occurs the following: "and postsecondary occupational education."

EFFECTIVE DATE

SEC. 8. The amendments made by sections 1 through 7 of this Act shall take effect on October 1, 1976.

PLANNING GRANTS

SEC. 9. (a) There are hereby authorized to be appropriated for grants under this section such sums as may be necessary for the period which begins July 1, 1975, and ends September 30, 1976.

(b) The Commissioner shall carry out a program of grants to State Commissions established pursuant to section 1202 of the Higher Education Act of 1965 which apply for such grants, at such times and in such manner as the Commissioner shall determine, for purposes of enabling such Commissions to plan programs under subpart 2 of part B (as added by section 5 of this Act) of the Vocational Education Act of 1963, including the development of State plans under section 128 of such subpart.

Section 6(a) and (b) provides for retitling of the National Advisory Council and a retitling of the state councils. It also provides for adding representatives of postsecondary occupational education institutions to the National Advisory Council and to the state advisory councils.

Section 6(c). The state advisory council advises the 1202 State Commission on the evaluation of the state program and on the development of the state plan.

Section 7. Technical and conforming amendments are made to the balance of the Act.

Section 8. The effective date of the Act is October 1, 1976.

Section 9(a). Planning for the new program of postsecondary occupational education may begin on July 1, 1975. Section 9(a) authorizes an appropriation for that purpose.

Section 9(b). The Commissioner is authorized to provide grants to the 1202 Commissions for planning for postsecondary occupational education.

AMENDMENT TO SECTIONS 1202 AND 1203 OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED

SEC. 10. Section 1202 is amended to read as follows:

"SEC. 1202(a)(1) Any State desiring to receive assistance after September 30, 1976, from any program authorized by this Act which requires the use of a state agency or state commission, or to use funds received by such State under the Vocational Education Act of 1963, as amended, for the purpose of postsecondary education, shall submit to the Commissioner prior to August 1, 1976, a state plan, which—

"(A) designates the state agency responsible, in accordance with state law, for comprehensive state-wide planning for postsecondary education, as the "state commission," or if no state agency with such responsibility exists, designates an existing agency or establishes a new agency as the "state commission" which shall be authorized in accordance with state law to be responsible for comprehensive state-wide planning for postsecondary education in that State;

"(B) sets forth the means to be used [illegible] such State, consistent with State law and unique State circumstances, to assure direct and active participation in the comprehensive planning for postsecondary education by the state commission designated or established pursuant to subparagraph (A), through membership on the state commission or through advisory councils to the state commission or through other appropriate means, of representatives of the general public and public and private non-profit and proprietary institutions of postsecondary education in the State, including community colleges (as defined in Title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four-year institutions of higher education and branches thereof;

"(C) sets forth a plan of administration to assure

"(i) that state agencies or state commissions in such State required by this Act and by the Vocational Education Act of 1963, if such state commission designated or established under this section, are administered in a manner consistent with the comprehensive state-wide planning for postsecondary education carried out by the state commission designated or established under this section;

"(ii) that an administrative device has been established which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to comprehensive state-wide planning for postsecondary education;

"(D) sets forth the criteria and means to be used by the State to evaluate the effectiveness of comprehensive state-wide planning by the state commission, and to evaluate the effectiveness of the means used for the purpose of subparagraph (B) and the plan of administration for the purpose of subparagraph (C);

"(E) provides for submission to the Commissioner of an annual report not later than August 1 of each year beginning in fiscal year 1977, containing revisions, if any, in the information and assurances in the State plan as required in this section, the results of the evaluations carried out as specified by the State in accordance with subparagraph (D), and such other information as the Commissioner may reasonably require to assess the response of the State to the requirements of this section.

Sections 10 and 11 amend Section 1202 and Section 1203 of the Higher Education Act. Section 12 adds a new Section 1204(a) to the Higher Education Act. Finally, Section 13 assigns the effective date of July 1, 1975, for the implementation of Sections 10 through 12.

Sections 10 through 12 are designed to:

1. Increase flexibility for a state-by-state response to the objectives of the legislation in the context of unique state laws, state organizational structure and traditions;

2. Emphasize that, to comply with the Federal law, a state must demonstrate a substantive response to the objectives [illegible] legislation, rather than simply demonstrate that it has responded in form (by creating a federally mandated organizational structure);

3. Make explicit that the function assigned to state commissions established pursuant to Section 1202 by Federal law is comprehensive planning for postsecondary education;

4. Make clear that the purposes of Sections 1202 and 1203 are -

to build upon and to improve the quality and scope of comprehensive state-wide planning being undertaken by states (Because of the dollars being spent by the Federal Government for postsecondary education, the Federal Government has an interest in the quality and scope of state-level planning.);

to facilitate relationships among separate state administrative agencies, especially those required for participation in Federal programs including Vocational Education, in the context of comprehensive state-wide planning, but to allow states to work out these relationships in the context of state law and unique state circumstances, and to allow states to separate planning and administration if this is desirable in terms of those states' unique situations;

to require active and direct participation in the planning process by representatives of the general public and of public and private non-profit and proprietary institutions of postsecondary education, but to give states flexibility to employ several appropriate means to achieve this participation other

"(2)(A) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State, finds that any of the assurances required by paragraph (1) are unsatisfactory, or that there is a failure by the State to comply with such assurances or other requirements of this section, the Commissioner shall notify such State that no further payments will be made to the State under any program authorized by this Act, which requires the use of a State agency or State commission, or under the Vocational Education Act of 1963 as amended, with respect to postsecondary education, until the Commissioner is satisfied that there has been or will be compliance with the requirements of this section.

"(B) A State which is dissatisfied with a final action of the Commissioner under this section may appeal to the United States court of appeals for the circuit in which the State is located by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court, affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

"(b)(1) At any time after July 1, 1973, a State may designate the State Commission established under subsection (a) as the State agency or institution required under section 105, 603, or 704. In such a case, the State Commission established under this section shall be deemed to meet the requirements of such sections for State agencies or institutions.

"(2) If a State makes a designation referred to in paragraph (1)—

"(A) The Commissioner shall pay the State Commission the amount necessary for the proper and efficient administration of the State commission of the functions transferred to it by reason of the designation; and

"(B) the State Commission shall be considered the successor agency to the State agency or institution with respect to which the designation is made, and actions theretofore taken by the State agency or institution shall continue to be effective until changed by the State Commission.

than through membership on the state commission (this change is effected through the device of assurance from the state to the Commissioner regarding the means to be used to achieve participation).

5. Attempts to clarify certain ambiguities in the present law with respect to -

the role of the U. S. Commissioner of Education (The Commissioner is given an explicit role and provisions regarding withholding of payments and appeals and judicial review are added.);

payments for administration to state commissions required under Titles VI and VII if a state elects not to consolidate such state commissions with the 1202 State Commission (Payments are authorized only if provisions have been made for the administration of such separate state commissions to be related in some way to comprehensive planning by the 1202 State Commission; payments to separate state commissions is not explicitly authorized by the present law.);

the emphasis of Section 1203 on comprehensive statewide planning for postsecondary education, and not simply on expansion of planning for community colleges and occupational education as some have interpreted the Section (Also, emphasis is put on supplementing state efforts rather than on basic Federal support for such efforts; specific mention is made of proprietary institutions which are not mentioned in the present Section 1203; and the Commissioner is charged with developing and promulgating by regulation the criteria for evaluating grant applications.).

6. In anticipation of possible amendments to the Vocational Education Act to strengthen state planning and programs for postsecondary occupational education, the proposed amendment to Section 1202 specifically provides for postsecondary occupational education to be within the scope of comprehensive state-wide planning by the designated state commissions.

"(c)(1) If any State desires to receive assistance under title VI or under title VII but does not desire, after June 30, 1975, to place the functions of state commissions under such titles under the authority of the state commission established pursuant to subsection (a),

"(A) such State shall establish for the purposes of such titles a State Commission which is broadly representative of the public and of institutions of higher education (including junior colleges and technical institutes) in the State, and such state commission shall have the sole responsibility for the administration of State plans under such titles VI and VII within such State, and

"(B) the Commissioner shall pay such state commissions the amount necessary for the proper and efficient administration of the state commissions of the functions set forth in such titles VI and VII, except that no such payments shall be made unless the State has complied with the requirements set forth in subsection (a) of this section.

"(d) For the purposes of this section, when the term "State" is used with respect to establishment or designation of state commissions or submission of state plans or assurances to the Commissioner, that term shall mean the Governor or legislature of the State or in the case of States in which members of the State agency responsible under state law for comprehensive state-wide planning for postsecondary education are elected (including election by the State legislature), such State agency."

Sec. 11. Section 1203 is amended to read as follows:

"Sec. 1203(a). The Commissioner is authorized to make grants to any State Commission established pursuant to section 1202(a) to improve the quality and to broaden the scope of comprehensive state-wide planning for postsecondary education by such State Commission in order to promote efficient and effective use of all the postsecondary education resources of the State—public, private nonprofit, and proprietary as well as both collegiate and noncollegiate postsecondary education institutions—to the end that all persons within the State who desire, and who can benefit from postsecondary education may have an opportunity to do so. The Commissioner shall promulgate by regulation criteria for evaluating applications from State Commissions for grants under this section in accordance with the objectives set forth in this subsection.

"(b) The Commissioner shall make technical assistance available to State Commissions, if so requested, to assist them in achieving the purposes of this section.

"(c) There are authorized to be appropriated such sums as may be necessary to carry out this section."

Sec. 12. Subsection (a) of section 1204 shall read as follows:

"Sec. 1204(a) Nothing contained in sections 1202 or 1203 of this Act shall be construed as a federal authorization, requirement or suggestion that the State Commission established pursuant to subsection 1202(a) shall be authorized under either federal or state law to regulate, govern or administer an institution or institutions of postsecondary education, except that this section does not prohibit actions by States, in accordance with the laws of such States, to assign functions in addition to comprehensive statewide planning for postsecondary education to the State Commission established pursuant to subsection 1202(a)."

Sec. 13. The amendments made by Sections 10 through 12 of this Act shall be effective July 1, 1975.

AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Testimony

on

VOCATIONAL EDUCATION

for the

Subcommittee on Education

COMMITTEE ON LABOR AND PUBLIC WELFARE

Senate of the United States

by

Dr. John E. Tirrell
Vice President for Governmental Affairs

April 11, 1975

Mr. Chairman:

My name is John E. Tirrell, Vice President for Governmental Affairs of the American Association of Community and Junior Colleges, representing over 1,000 institutions that last fall enrolled over 3,500,000 students, about half of them in occupational programs. That is, about 1,700,000 individuals are in occupational programs in community colleges, junior colleges and technical institutes. According to U. S. Office of Education figures, this amounts to about 72% of all postsecondary vocational students. Thus, we have a major concern in this legislation but not because of some new-found commitment, or to protect vested interests. AACJC is:

--Not here out of some new-found egalitarianism; for many years we have worked with individuals in the belief that there is dignity in all work, and that it is valuable to take an individual as is, and help him or her to develop skills for a job that is really available in our work force.

--Not here out of "greed or turfsmanship": for years community colleges have allocated scarce resources to work with individuals in the inner cities, with disadvantaged and minority individuals -- largely with local and state funds.

--Not here to request continuance of obsolete programs; created in the main by local citizen action, not by federal lobbying, community colleges are very responsive to real local needs, so they are not only willing but do terminate programs as the requirements of the work force change.

--Not here to request protection for millions of dollars for state administration; since we are "grass roots" in orientation and are created to serve real local needs rather than being created by federal legislation, community colleges are service-oriented rather than organization-directed to serve forms, plans and a bureaucracy.

The proposal supported by AACJC in S. 939 is in the main a continuance of the current legislation rather than a radical overhaul or reorganization into many new titles. Four changes are recommended:

1 - *Sending federal funds for postsecondary occupational education directly to the state agency charged with planning for all postsecondary education.*

2 - *Increasing the minimum percentage for postsecondary occupational education from 15 to 40 percent.*

3 - *Establishing local coordinating committees charged especially with coordinating occupational education planning with manpower planning under the Comprehensive Employment Training Act.*

4 - *Limiting federal funds for administration to 5 percent and providing up to 15 percent for counseling and guidance.*

Background

In the 1968 Amendments, the Congress mandated that a minimum of 15 percent of Part B funds should be used for students in postsecondary programs. In testimony before the Subcommittee of the House Education and Labor Committee on August 13, 1974 (Tab Q), AACJC documented that in recent years a number of states had not fulfilled this requirement of the law. Later in the fall, the General Accounting Office issued a report that showed a similar disregard for the law's handicapped and disadvantaged setaside requirements, as well as documenting on Page 98 (Tab R) the AACJC assertion that the minimum of 15 percent for postsecondary was not being observed in ten or more states in the last four years.

This was not the case in all states for in some -- as we call them "enlightened" states -- postsecondary programs are receiving about 50 percent of the total federal funds. This brings about an average of 23.5 percent for all states for postsecondary, but this figure obscures the unfairness and inequity to the people in the states which allocate less than the legal minimum to postsecondary occupational training opportunities.

To keep the chronology complete, the Office of Education reports released last fall, for fiscal 1973, again show that ten states are not expending the required minimum of 15 percent on postsecondary programs (Tab S).

Time does not permit going into detail on the significance of postsecondary occupational training. Enrollment has been growing rapidly since 1968, and it seems certain that the proportion of students seeking postsecondary occupational training will increase -- due in part to demographic developments, but also in part to the training and re-training needs and interests of the adult population. Additionally, the quality and effectiveness of postsecondary occupational education is consistently shown to be better in terms of the student's employability following training. This is documented in an evaluative article by Beatrice Reubens of Columbia University which surveys and analyzes the literature on this topic (Tab T).

Reaction of Membership

We have consulted with many of our member institutions, located in 426 congressional districts, in developing this proposal. Consultations included a meeting of a National Task Force last February, a special meeting of our Council for Occupational Education, two meetings of our State Directors, and special meetings in many states -- two in California. The response was almost unanimous: the vast majority want the two major changes proposed to help them provide even more individuals with occupational training.

For example, all the community and junior college presidents from Oklahoma, with the Chancellor for Higher Education, came to Washington and received from their entire House delegation support for these positions. Last week in Kansas, four separate groups of community college representatives -- administrators, trustees, faculty and students -- separately endorsed S. 939, seeing in it great potential to serve the students in their nineteen community and junior colleges.

In a supplementary statement (Tab U), the American Association of Women in Community and Junior Colleges suggest some modifications to the Act which would provide a focus on the needs of women in occupational education.

None of the AACJC suggestions is intended to reduce programs for secondary students. The secondary program is large and important but the system is built now, and at present there are a declining number of children in the elementary schools. In fairness and equity, more emphasis is now needed on postsecondary programs.

An analysis of current contributions indicate this can be done best by using the nationwide system of community and junior colleges, and technical institutes. An Analysis of Area Vocational Schools in 1974-1975 (Tab V) shows the following:

1 - The 24 states with 46.5 percent of the postsecondary area vocational schools, that make heavy use of community colleges, enroll 64 percent of the postsecondary students.

2 - Conversely, the 25 states, with 51.7 percent of the area postsecondary vocational schools, that make little or no use of community colleges, only enroll 33 percent of the postsecondary students.

Thus, it would appear from this evidence that the greater use of community colleges increases the number of individuals receiving postsecondary occupational training.

Proposals in S. 939 Supported by AACJC (See Chart, Tab W)

The Vocational Education Act of 1963, as amended in 1968, has given some national direction, but the implementation and major funding in the development of vocational education in the nation has been by the states. We believe it is time to reconsider some of the Act's basic provisions to meet changing circumstances, including recognition of the major role of postsecondary institutions and systems in career and occupational education. Simple extension of the 1968 amendments or more of the same is no longer adequate. At the very least any extension or new amendments should take into account Title X-B of the Education

Amendments of 1972. The emphasis in the Act should be on flexibility to meet the needs of citizens at local, state and national levels.

The importance of postsecondary occupational education and the necessity of taking it fully into account in any effective comprehensive planning for postsecondary education within the states, is clear. This was recognized by the Congress in Title X-B of the Education Amendments of 1972 by specifically making planning for postsecondary occupational education an integral part of the overall planning process to be carried out by state postsecondary education (1202) commissions. If career and occupational needs of persons of post-high school-age and older -- as well as the human resources needs of the states and nation -- are to be met, then overall postsecondary education comprehensive planning, not for the purpose of compliance with federal regulations but to serve the citizens of the states and the nation, is essential.

This can be done by removal of the "sole state agency" requirement as applied to all vocational and occupational planning and administration at the state level. The Act should provide for a planning and administrative agency for the elementary-secondary level and a planning and administrative agency at the postsecondary level. The problems at each level are not the same. While there should be provision for common efforts and coordination of planning on the two levels, to mandate that they be done by a "sole state agency" is in actuality to create a third branch of education rather than to recognize the integral involvement of vocational and occupational education with the educational process at each level.

Planning for postsecondary occupational education should be an integral part of comprehensive planning for all of postsecondary education as a whole within the states. To make it otherwise is to encourage fragmentation, conflict, duplication and ineffective use of resources. The responsibility for such occupational planning should rest with the state postsecondary education agency primarily responsible for comprehensive postsecondary planning within the state.

Thus, S. 939 has the federal funds flow to the 1202 Commission (now designated in 47 states), the agency charged with planning for all postsecondary education. It in turn can designate a new or existing agency (including the State Board for Vocational Education if it chooses) to administer the program. This use of another Board is in fact what is now done in at least two states (California and Washington).

The increase in the minimum for postsecondary is recognized in the American Vocational Association bill, which calls for 30 percent minimum for postsecondary and adult programs. This is in reality not an increase, for actual fiscal year 1973 figures show 27.9 percent of federal funds expended for postsecondary, and 8.5 percent for adult programs, or a total of 36.4 percent. Thus, an increase for postsecondary alone to 40 percent is not large in view of the fact that some states (Iowa, California, Washington) are already considerably over that percentage.

The provision of the flexible 20 percent that is determined by the new State Allotment Board can provide for variations in each state. If, for example, a state has made major commitments in brick and mortar to handle some adult programs in secondary area vocational schools, there is a provision for some of the federal funds going to the state to be so used. We do not believe the AVA proposals to mandate the linking of postsecondary and adult funds is wise, for it again reduces the flexibility for each state to make decisions.

Two other general comments before concluding -- one on data and the second on specific congressional intent.

Data: It has been almost unbelievable to get data on the almost $500 million appropriated in recent years. The official USOE-BOAE reports for fiscal year 1973 give two different totals for postsecondary enrollments and three for total federal expenditures for postsecondary -- two different figures on one page (Tab X). Any attempt to get comparable figures from the states is impossible. It seems difficult for USOE to monitor the mandates of Congress accepting such "sloppy" reporting.

BOAE and NCES, it appears, must give some direction on definitions and the like, and then BOAE exert sanctions -- like withholding funds -- if and when states do not scrupulously report as directed.

At present I can report to you that official USOE-BOAE reports show the total federal expenditures in fiscal year 1973 for postsecondary were $91 million, or $130 million, or $140 million, depending on which best suits the case. It is not conducive to rational, factual based discussion.

Specific Congressional Intent: In the Higher Education Amendments of 1972 in Title X - Part C a Bureau of Occupational and Adult Education was created. Section 1071(b)(2)(A) states:

> *Three positions to be placed in grade 17 of such General Schedule, one of which shall be filled by a person with broad experience in the field of junior and community college education...*

This position has not been filled almost three years later.

Section 1071(b)(2)(B) states:

> *Seven positions to be placed in grade 16 of the General Schedule, at least two of which shall be filled by persons with broad experience in the field of postsecondary occupational education in community and junior colleges...*

These two positions have not be filled almost three years later.

We are told that USOE, or the legal staff, or Civil Service, or somebody is not sure of the congressional intent.

And so, you can see why we press for specific percentage setasides, and other specifics -- rather than "let the distribution of funds find their own level in the states."

If the language of Section 1071 does not bring action in three years in Washington, any vague congressional language will develop in many states friction, duplication and in the final analysis less training opportunities for individuals.

Conclusion

In concluding, a recent statement by Professor Norman Harris, Center for the Study of Higher Education at the University of Michigan, seems appropriate:

> *...jobs generally considered to require a (four-year) college degree -- have increased very slowly, from 6 percent to only 20 percent of the labor force over the last seventy years. Even in our sophisticated, capital-intensive economy only one job out of five, in 1970, required a (four-year) college degree.*
>
> *Another trend line shows the rate of college attendance for the same period (1900 to 1970) paralleling the professional job trend line until about 1945, at which time it began climbing steeply, until in 1969 nearly 60 percent of high school graduates entered a college of some kind...This expectation gap began to take on the dimensions of a yawning chasm in the lives of thousands of unemployed and underemployed young people by 1974, and the figure may grow to millions during the decade.*
>
> *With excellent facilities, well-trained teachers, and quality programs, community colleges have been at the forefront of the career education movement for years. In most fields...and in most localities, paraprofessional and technician jobs are available, even in the present depressed economy, for persons with the required postsecondary occupational training. Middle manpower jobs for associate degree graduates have held up relatively well compared to professional jobs for baccalaureate degree graduates.*

AACJC MAKES THESE PROPOSALS TO EXPAND SUPPORT TO TRAIN INDIVIDUALS FOR OCCUPATIONS NEEDED IN THE WORK FORCE THROUGH THE SYSTEM OF COMMUNITY COLLEGES ALREADY IN PLACE.

If you find these proposals of interest, we believe it would be possible to fund them at the current level of appropriations without injuring the students in the secondary vocational program.

I would be pleased to attempt to answer any questions or clarify any of my comments.

ATTACHMENTS

(For Subcommittee Members)

Tab	Item
Q	AACJC Testimony to the House on Vocational Education
R	Page 98 from GAO Report showing states not expending 15% on postsecondary
S	Page from USOE-BOAE Report showing 10 states not expending 15% on postsecondary in fiscal year 1973
T	Reprint from Manpower of July, 1974
U	Supplemental statement by the American Association of Women in Community and Junior Colleges
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AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Testimony
on
VOCATIONAL EDUCATION
for the

General Subcommittee on Education
COMMITTEE ON EDUCATION AND LABOR
United States House of Representatives

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and

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STATEMENT

Dr. Peter Masiko, President
Miami-Dade Community College

INTRODUCTION

Mr. Chairman and Members of the Committee, I am Peter Masiko, President of Miami-Dade Community College and Chairman of the Board of Directors of the American Association of Community and Junior Colleges. With me are distinguished representatives of the community and junior college movement who will participate in our presentation.

We welcome the opportunity to appear before the Subcommittee and thank you for the invitation. Before proceeding I want to compliment you for holding hearings as well outside Washington. We believe this can be helpful in your deliberations. With your permission we will enter our statements in the record. I will then make a brief oral presentation summarizing our concerns and recommendations, emphasizing a few major considerations. The other panel members will briefly comment on specific areas of concern.

Before presenting our observations, concerns and recommendations, I would like to explain the strong interest our association has in vocational education.

BACKGROUND

The American Association of Community and Junior Colleges represents over 950 community, junior and technical colleges throughout the nation. Approximately 1140 community colleges, junior colleges, technical institutes and centers offer educational training to over approximately 3,000,000 students. For more than a decade the community college movement has been the most rapidly growing major segment of education in America.

In 1973, 44% of all community college students initially enrolled in occupational education programs. (This percentage contrasts significantly with the 13% who were enrolled in similar programs in 1965, less than ten years ago.) In many states -- Massachusetts, California, New York, Illinois, to name a few -- at least half of all initial enrollments in 1973 were in occupational programs. Students are enrolled in hundreds of different occupational education programs, ranging from short-term skill training programs to sophisticated associate degree programs in new technologies and the health sciences. Special counseling services, learning laboratories, developmental programs and cooperative relations with business and industry support these programs.

Dr. Edmund J. Gleazer, Jr., President of AACJC, has commented recently on future directions for community colleges in his publication, "After the Boom...What Now for the Community Colleges." (see Tab A) He calls upon community colleges to be community-based, performance-based institutions.

He states:

> "Target populations will include a large proportion of personnel not previously found in postsecondary education. These will include persons who have been unable to continue post-high school education: adults unemployed or in jobs that are obsolete, the hard-core unemployed, women in the community including young mothers with children at home, senior citizens. The effects of serving these populations will include a rising age level, higher proportion of students from lower socioeconomic levels, and larger numbers of 'part-time' students."

As Dr. Gleazer's statement indicates, community colleges are strengthening their resolve to serve community needs through analyzing these needs and providing programs which effectively meet needs so identified. (See Tab B) As a result, the scope of community college programs and services is increasingly expanding beyond the traditional group of young people just out of high school to include the entire community.

Not at all parenthetically, I would like to offer the view that the postsecondary level of vocational education has increased in importance since 1968, and is likely to continue to do so. Among the reasons for this may be cited the declining birthrate, accompanied by a decrease in the percentage of population under the age of 18, the increasing number of occupational changes in an individual's lifetime, the occupational needs of younger retired persons and vigorous older citizens, and the numbers of adult women entering the labor force.

Additionally, a number of federal and state regulations have given impetus to the need for postsecondary, adult level, occupational training. Factors such as the increase in the minimum wage rate and coverage, minimum age for licensure in certain occupations, and the regulations under the Occupational Safety and Health Act, to name a few, favor the hiring of adult workers.

Another point to bear in mind is that training beyond high school is needed for an ever-increasing percentage of available jobs, not only to qualify for work at an entry-level, but as importantly, for job mobility as well as upgrading and promotional opportunities within a given occupation.

Compared with single-purpose postsecondary vocational schools, the community colleges offer their students the combination of training and credit which promote educational and job mobility. Thus training undertaken at one stage in a worker's life can be built upon for further training or education, increasing his options in career development.[1]

Such training options can include short term programs for entry into specific occupations, to which further training can be added at a later time. The options can also include paraprofessional training in critical service industries, technologies, and other areas of national priority, which provide the student with background for baccalaureate degree work if this should later be deemed appropriate.

We believe community colleges have been, and will increasingly continue to be concerned and aggressively involved in responding to the occupational education needs of all people in their communities.

COMMENTS ON IMPLEMENTATION OF VOCATIONAL EDUCATION AMENDMENTS OF 1968

The American Association of Community and Junior Colleges again commends this subcommittee and its distinguished Chairman, Congressman Carl Perkins, for the significant improvements to the Vocational Education Act of 1963 which were provided in the amendments of 1968. Most college administrators and occupational staff people have welcomed and appreciated the substantial advancements made possible by Congress in the Vocational Education Amendments of 1968. In my view, specific improvements have included:

- Under the amendments, community colleges, junior colleges, and technical institutes experienced improvements in the flow of money for the occupational education preparation of persons of postsecondary age.

- The 15% setaside under Part B made it mandatory to spend at least a minimum proportion of V.E.A. funds on those persons no longer of high school age. In many states this minimum has been met and exceeded.

- The National Advisory Council on Vocational Education was given new responsibilities for oversight of the new educational provisions (although the required annual report on overlaps and duplication has only been done once).

- State plans for Vocational Education have been developed in all states. In many states these plans have reflected more adequately the concerns of all persons interested in a comprehensive system of vocational education, and many included community colleges.

- In many states the State Advisory Councils established pursuant to the 1968 amendments include effective representation from community colleges and other postsecondary institutions.

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[1] See "Articulation of Postsecondary Programs in Occupational Education," by Moore, Smith and Kurth. Center for State and Regional Leadership, Florida State University, University of Florida (Tab E).

- It should be added that under the Education Amendments of 1972, community colleges and postsecondary occupational education have received new recognition as important components in the total vocational education delivery system. This has been welcomed by the community colleges and is strongly supported today.

- Finally, we have been pleased to note many new experiments in cooperative planning and programming among different types of institutions concerned with the efficient and effective development of vocational education systems.

PROBLEM AREAS AND CONCERNS

Despite these promising developments, several problem areas remain which we would like to bring to the attention of the Committee.

I. Problem Area: State Administration of Postsecondary Occupational Education

The 1968 Amendments established minimum setasides to give needed emphasis to postsecondary occupational education, following a direct suggestion of the Advisory Council. The Amendments also created State Advisory Councils and required that their members include representatives of postsecondary occupational education. Hearings were mandated and appeal and review procedures were established. Further, the Amendments provided other mechanisms to improve state planning and program administration, to avoid program duplication, and promote cooperation and stimulate equitable funding distribution.

A few months ago AACJC surveyed state directors of community colleges on experience with the Vocational Education Act in their state. These comments are based on responses from 35 states, as well as a great variety of other sources.

Setasides: While the 1968 Amendments stipulated that not less than 15% of Part B vocational education funds must be used at the postsecondary level, it appears that many states view the 15% as a maximum rather than a minimum, and in ten states, less than 15% has been directed to postsecondary occupational education.

According to Office of Education Reports,[1] in the following states less than 15% went to the postsecondary level in 1972.

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[1] OE Information No. V., See Tab C.

Alabama	14.7%
Alaska	12.2
Connecticut	13.8
New Hampshire	13.0
New Jersey	13.3
New York	11.6
Ohio	14.7
Rhode Island	11.0
South Carolina	11.4
Vermont	14.5
Puerto Rico	11.9

According to the same report, in the following states postsecondary vocational education funds range between 15.0% and 18.0%.

Illinois	17.6%
Indiana	15.4
Maryland	15.2
Missouri	18.0
Nevada	16.0
Oklahoma	16.9
Pennsylvania	17.9
West Virginia	15.6

Postsecondary funds in other titles of the Vocational Educatio [illegible]

Since the setaside for postsecondary relates only to Part B [illegible] the record of allocation of funds from other Parts has been very spotty. Many states report that the State Agency will not allocate funds under other Parts to Postsecondary Education.

According to reports in AACJC's survey of State Directors, the average postsecondary percentages in the 21 states completing this part of the form are:

Part B	20%
Part C	15
Part D	7
Part F	7
Part G	10
Part H	7
Handicapped	13
Disadvantaged	14

We would recommend that Congress consider using setasides in all parts of the legislation to give postsecondary schools equitable access to research and demonstration and the other special purposes of the Vocational Education Act.

Responsiveness of State Vocational Education Agency

The Vocational Education Act is administered in the states through a "sole state agency" which almost universally is a State Board for Vocational Education (the exact agency name varies, of course).

In our survey, we found that six states have arrangements through which a postsecondary agency is involved in the administration of programs at that level. In the other 29 states reporting, administration rests with the State Vocational Education Agency, with varying results.

Eleven states reported that there was no system, formal or informal, for coordination between the State Vocational Education Agency and the State Community College Agency. Of the 22 states reporting a "system", 12 said it was mandatory, through law or formal policy statements. In ten states voluntary coordiation is practiced, ranging from good will and interpersonal relationships through joint representation on Boards or Commissions.

Such variations in state administration help explain the different postsecondary experiences in the states, from favorable to extremely difficult. Our concern is with those situations where postsecondary schools and/or community colleges are denied their rightful access to vocational education funds.

In some states (Massachusetts, New Jersey, Connecticut, Pennsylvania, Virginia, and Montana, as examples) relationships between state community college agencies and state vocational education agencies are strained at best.

Comments like the following indicate the college leaders' views:

> "Sole state agency systems are fine if they do not demonstrate bias toward the secondary sector. We are still viewed by the area vocational school administrators and some state vocational education staff as upstarts. There is an adversary relationship in many areas of the state."

In our survey we asked the State Directors of Community Colleges if they or individual community colleges in their states participated in vocational education planning. We found that in eleven states community college personnel do not participate. Plans are developed for them by the State Vocational Education Agency, with their input not invited, or in some cases, their requests for participation denied. Six of these states are large urban states with active community college or other postsecondary systems.

In other states there is the problem of competition between Area Vocational Schools and Community Colleges, fostering duplication and precluding effective student articulation between institutions, and creating gaps in services to persons in need of occupational education.

It appears that state vocational education agencies sometimes favor area vocational schools in the distribution of certain funds. Correspondence from a state on the Atlantic Coast emphasizes this concern.

> "Our main concern at this time other than the distribution procedure at the state level is the question of eligibility of community colleges for the handicapped and disadvantaged portions of Part B funds.
>
> "Colleges have been discouraged from applying for these funds by the Vocational Education Division, and have never been funded out of these portions. It is our contention that the 15% of Part B which is allocated to postsecondary institutions represents a minimum and that two-year colleges should be seriously considered as contenders for funds in these areas, for vocational program development for disadvantaged and/or handicapped students.
>
> "Vocational education people have not, in the past two years, claimed that colleges are not eligible in those words, but the effect is the same. I enclose reports of distribution for the last two years to support the point."

Minnesota has a system of area vocational schools, and a system of community colleges which offer vocational courses. Almost no federal vocational education funds go to the state's community colleges. Furthermore, there seems to be little relationship between the two sets of institutions although in some cases they are located in close proximity to one another. We are told that at the individual schools there are relationships between the two types of institutions but that state level relationships prevent development of effective sharing of facilities or program coordination.

Other states with area vocational schools and state community or junior college systems in which vocational edcuation funds largely go to the former include Georgia, Kansas, Kentucky, Montana, Nevada and West Virginia.

The basic problem in many states seems to rest with attitudes in the state vocational education agencies whose leaders' primary experience and outlook is in secondary level vocational education. As a result the postsecondary level, and particularly colleges offering occupational education, are viewed with disdain, with alarm, or are not viewed at all.

At the national level this problem has gained wide recognition, but it is not easy to move the existing state agencies.

An October 1973 newsletter from the American Vocational Association states the problem very succinctly:

> "Although vocational education is for all people it has been too often identified as a program primarily for preparing secondary school level students for entry level employment. . .

> "...Within the education system there are conflicts, mistrusts and power struggles between secondary and higher education institutions. Congress should address itself to this problem."

A few survey respondents volunteered another kind of comment about their relationships with state vocational education agencies. They were concerned about excessive regulation of their activities, imposed as a condition of receiving funds. Without looking into the matter more deeply we cannot be sure whether these regulations result from the state agencies' efforts to follow federal regulations and guidelines, or whether they are state agency initiatives. Later we will address the need for flexibility in vocational education. Here we offer the comment that excessive regulation and flexibility are often incompatible.

For the committee's interest I will quote from two of our survey respondents:

> "Only 3% of the total budget is for federal reimbursed programs. These funds come from the vocational department with strict requirements although having no control over the institutions. Our area boards and state board of community colleges are seriously considering not claiming these funds because of these problems. These funds should be given to the state board of community colleges for distribution and control."

And another:

> "The State Board for Vocational and Technical Education... provides approximately eight cents on the dollar in categorical aid, then attempts to dictate the spending of the whole dollar through prescribing all manner of standards, certification requirements, reports and the like, with the effect that the categorical tail wags the institutional dog."

State Advisory Councils: The 1968 Amendments created these councils, to evaluate vocational education programs funded under the Act, advise the State Board on state plan development, and to provide an annual evaluation report.

The Act mandates that the Council shall include a person or persons representative of community and junior colleges, area vocational schools, technical institutes, and postsecondary or adult education institutions in the state which provide occupational education programs. Despite this requirement, two respondents to our survey indicated that there were no representatives of such institutions or the State Advisory Council. The other states indicated at least one person; two states reported five representatives. However, ten state directors volunteered that community college views are not "adequately" represented on the Council.

While 10 state community college directors rated the State Advisory Councils as "effective", the Councils were given low ratings in 13 states. Explanations for low ratings often included the view that the Councils were effective for elementary and secondary vocational education, but were not effective for postsecondary. Some state directors felt that the Councils simply had little impact on the course of vocational education in their state, or that they were viewed by the State Vocational Education Agency as a necessary evil.

We would recommend that the Congress require that more than one representative from community college postsecondary occupational education sit on each State Advisory Council. Since we believe that this level of training is very important and will become more important in future years, a stronger voice in state policy direction is obviously needed.

Appeal and Review Procedures: The 1968 Amendments mandate public hearings on the state vocational education plan and set up an appeals process.

In general, the respondents to our survey indicated that the hearings were of little effect in state plan development.

There are indications that in a few instances adequate public notice of hearings is not given, or that the mailing list for notice of hearings has important gaps, resulting in lack of notification of impending hearings.

However, a more important problem seems to be in the lack of effectiveness of the hearings: in our survey 18 states rated them "ineffective". Generally, the reasons given for calling the hearings ineffective fall into two categories:

1) Postsecondary spokesmen have no impact at the hearings and see no state plan changes resulting from their effort;

2) More broadly, the state plan is not impacted in any way as a result of hearings; they are 'rubber stamp' exercises.

Appeals procedures outlined in the 1968 Amendments appear to have been so little used that it is not possible to comment on their effectiveness. In only five states were postsecondary appeals reported, with mixed reults. Yet we believe that it is important to have an appeals mechanism available, and plan to suggest an improved system.

II. Problem Area: Relevant Vocational Education Emphasis

This area of concern relates to the appropriateness of funding priorities in terms of tomorrow's employment needs.

The Vocational Education Act of 1963 and the 1968 Amendments significantly broadened the traditional agriculture, trades and industry, and home economics emphasis of earlier vocational education legislation, establishing new priorities which emphasized contemporary and future job demands and training needs.

However, it appears to us that certain new priorities need to be established; while other priorities need reemphasis. Let me illustrate our concern.

1) The need for vocational education and guidance for older citizens has frequently gone unrecognized. The mid-career unemployed and underemployed and early retirees are two prominent examples.

2) Many newer, high-demand occupational groups, for example, health-related, service-related and newer technologies, have received inadequate funding emphasis.

3) The funding of programs for the disadvantaged and handicapped has been too low in many states.

4) Staff of many state vocational education agencies remains heavily oriented toward the Smith-Hughes and George-Barden emphases.

We need to insure that future funding allocations reflect employment demands of the future, rather than the past.

III. Problem Area: Adequate Program Guidance

We would call the Committee's attention to our concern that adequate program planning and development guidance be available to teachers and planners at postsecondary institutions.

Community colleges and technical institutes only rarely receive knowledgeable guidance from state vocational education agency personnel regarding occupational programs which have a specific, postsecondary focus, such as programs in law enforcement, human services, environmental sciences, transportation, etc. State agency personnel generally lack expertise in postsecondary occupational education.

A related area of concern is the difficulty encountered by institutions and state agencies in the development of an up-dated information base for wise vocational education decision-making. As has been noted in the recent Report of the National and State Advisory Councils on Vocational Education, "The difficulty, apparently, is not so much in the existence of data as in the problems of obtaining it in current accurate useful format." They commented on the frustration of educators "at the local level who cannot use Labor Department projections for vocational education planning because the categories DOL uses are incompatible with their own."

IV. Problem Area: Federal Administration of Programs

We are concerned about the administration of postsecondary occupational education programs at the federal level.

A substantial reorganization of the postsecondary occupational education delivery system had been promised under the Education Amendments of 1972. We had anticipated that this would result in a more equitable representation of community college interests among those agencies relating to postsecondary occupational education. That law created new staff positions which would provide opportunity to correct previous imbalances. To our knowledge only two present professional staff members in the entire U.S. Office of Education have had actual professional experience in community colleges (the Director of the Community College Unit and a sub-administrator in the Bureau of Occupational and Adult Education).

To date we have observed little which has been encouraging. Two examples illustrate our concerns.

1) As of August 1, the Bureau of Occupational and Adult Education has appointed two professionals to "supergrade" positions. However, despite their expertise, which we in no way wish to imply is inferior, neither of these persons has had professional experience in community colleges.

2) USOE's Community College Unit, despite its recent upgrading and the professional esteem given its director, Dr. Marie Martin, has no significant leverage to influence the direction of postsecondary occupational education. It has no program budget authority, virtually no staff and no impact on occupational education programs although the statute creating that Unit states:

> "Sec. 1072. (a) There is established, in the Office of Education, a Community College Unit (in this section referred to as the 'Unit') which shall have the responsibility for coordinating all programs administered by the Commissioner which affect, or can benfit community colleges, including such programs assisted under this Act, and the Vocational Education Act of 1963." (underlining added)

Needless to say, this obvious neglect in adhering to the provisions of the law disturbs those of us who are a part of the community college family.

In view of these problem areas and concerns we would now like to offer a series of recommendations, which, if incorporated in future legislation, will go a long way toward resolving these issues.

SUPPLEMENTAL TESTIMONY

Dr. J. Harry Smith, President
Essex County Community College

Mr. Chairman, now that we have reviewed the present legislation, I wish to spend a few moments discussing the importance I personnally, as well as my community and junior college colleagues, attach to occupational education programs and services to the disadvantaged and the handicapped.

We applaud the Congress for its concern for disadvantaged and handicapped persons, as demonstrated by the setasides established in the 1968 Amendments. We hope that these funds reservations will be retained since they insure that there will be an emphasis on the needs of these persons in each state.

We would recommend two changes in these setasides.

1) The setasides for disadvantaged and handicapped should be combined into a single 25% reservation for persons with special needs. This would give the states greater flexibility in determining special needs and adjusting their funding patterns accordingly.

I would like to pause to comment that this recommendation is based on a number of reports from the states that the exact 10-15% division in current law sometimes poses problems for vocational educators, who may, for example, want to set up a new program for the handicapped, but find that if they do so they would exceed state allocations for programs for the handicapped. We were persuaded that a combined setaside would give the flexibility to make special efforts of this nature possible. I must confess that at the moment I am not sure how the new bilingual vocational education provisions in H.R. 69, which now are becoming law, will affect this recommendation. I can only say that for the present we will let this recommendation stand, while we consider the implications of the newly-enacted provisions.

2) A greater portion of these funds should be directed to the post-secondary level. At minimum the postsecondary setaside should apply to these funds. As Dr. Masiko has already suggested, we believe the postsecondary setaside should have a much broader application throughout all the Vocational Education Act's Authorizations. AACJC's survey reports indicate that a smaller percentage of handicapped/disadvantaged funds go to post-secondary than from Part B generally.

(13% and 14%, respectively, as opposed to 20% Part B funds reported by the states providing the information).

I don't want to burden you with a sermon on the community college philosophy, but I do want to emphasize that our colleges are deeply committed to serving persons with special needs of all kinds including the disadvantaged and the handicapped. Not only are we "committed" to this service, but we are actively involved in it. We are trying hard, and we are doing a pretty good job.

Confining our thoughts to the disadvantaged for a moment, a significant point is that many persons over the age of 18 are "disadvantaged" because somehow they were not adequately educated in the elementary and secondary schools, if indeed they finished school at all. The Spanish-speaking Americans are particularly vulnerable here, with their linguistic barrier. The U.S. Commission on Civil Rights estimates that in the Southwest, only 47% of the Mexican-American children entering school actually graduate from high school. The new bilingual vocational education authorizations are a recognition of the unique difficulties faced by Americans who are fluent in a language other than English.

High school dropouts and adults who are unemployed or underemployed are "disadvantaged" almost by definition, and an overwhelming portion of these individuals come from socio-economic situations which fit them into more formal definitions of economic or educational disadvantagement. As adults or near-adults, these individuals need adult vocational education opportunities, and experience indicates adults are more willing to attend an institution with older students, than be part of a "high school" environment.

Community and junior colleges offer these opportunities in abundance. Through guidance and counseling, remedial and basic education programs, pre-occupational and occupational training, as well as open admissions, accessibility, and recruitment efforts, community and junior colleges have served thousands of disadvantaged students.

A study done in 1971 by the National Planning Association[1] indicates that in the cities studied only 2.7% of all persons between 19 and 44 were in some kind of skill training, indicating a population waiting to be served if programs are available.

In that same year a greater number of 19-44 year old blacks received training in those cities at postsecondary institutions (mainly community colleges) including manpower skill training, than in other Department of Labor programs. (See Tab P) This is true although the percentages of blacks served are greater in the Department of Labor programs.

I might add that in the Southwest, without the community colleges there would be almost no postsecondary education opportunities, occupational or otherwise, for Chicanos.

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1. Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities, Vol. 1. Center for Priority Analysis, National Planning Association. (See Tab J)

What I am trying to say is that those persons who are disadvantaged or handicapped and who are of postsecondary school age have special needs. They may be unemployed or underemployed, they may lack basic skills for employability. They may have been "turned off" by traditional education. They may have dropped out of high school without learning a marketable skill. In the case of the handicapped, those of adult age need programs and services appropriate to their age, in places where their age-peers are served.

To conclude, the vocational education setaside for handicapped and disadvantaged is needed, and a larger percentage of such funding should be directed toward postsecondary occupational education.

SUPPLEMENTAL TESTIMONY

Dr. John Grede, Vice Chancellor for Career and Manpower Programs
City Colleges of Chicago

Mr. Chairman, now that we have reviewed the present legislation, I will center my remarks around certain programs and services which we in the American Association of Community and Junior Colleges believe are particularly essential. AACJC believes that future legislation must establish and provide a broad range of programs and services for all citizens which are necessary for the creation and operation of readily available, high quality, future-oriented occupational and development opportunities.

We have spoken earlier of the need for flexibility in vocational education, so that these programs will address the challenges of the present and the future, rather than be tied to a backward view. I refer you to Tabs F, G and H to see the extensive programs in the City Colleges of Chicago.and the State of Illinois, and the state's growth in postsecondary enrollments.

Program Authorizations

We see a current need for authorization for training programs in new and emerging service occupations, such as the following:

1) Paraprofessionals for new human services careers.

2) Upgrading of personnel employed with agencies and private service organizations working with offender rehabilitation, handicapped persons and the elderly.

3) Retraining of workers who are displaced from their careers due to retirement policies or technological change.

4) Technical manpower for energy resource research and production.

5) Provision of occupational and vocational education programs and services to persons in correctional institutions.

6) Training to strengthen employees of local governments.

7) Technical training to serve the manpower needs of industries undergoing rapid technological change and/or growth.

8) Short term preparation of personnel required to implement state and federal standards pertaining to industrial and trans-

portation safety, environmental regulation, consumer protection, and related priorities.

9) Authorization in future legislation should also provide for offering training and related instruction to volunteers engaged in public protection and emergency services. In addition to volunteer firemen for whom training programs are now allowed, such public service personnel as paramedics, emergency vehicle operators and related service workers need training. Particularly in rural and economically-depressed regions of our country, these skilled volunteers are necessary for the protection and well-being of our citizens.

Work Experience Programs

Programs which involve some form of work experience, cooperative education, work-study or other similar programs should be prominently featured in future legislation, combining present Parts G and H. Authority should be provided for training personnel to establish, coordinate and supervise such programs, and to provide student instruction related to the work or occupational experience; to reimburse the employers when necessary for certain added costs incurred in providing training through work experience and to pay for certain services such as transportation of students or other unusual costs that individual students may not reasonably be expected to assume while enrolled in such programs; to establish necessary procedures for cooperation with public and private employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for enrollees in work experience programs; for ancillary services and activities that assure quality in work experience programs, such as preservice and inservice training for teacher coordinators, supervisors, and development of cuuriculum materials; for participation of students enrolled in eligible private schools to the extent consistent with the numbers of such students in the area served; and for such placement and follow-up activities required to ascertain the impact of the program on the student, in the area labor market, and the economy.

Local or state education agencies should be authorized to provide employment when necessary to assist needy students to remain enrolled in occupational and vocational education, including those who are accepted for enrollment; to provide for work-study programs administered by the local education agency and to make them reasonably available, whether the school is in session or not, to all persons in the area served by such agency who are able to meet the requirements for participation. This would be public employment, for the local education agency or some other public agency or institution.

Students employed in work-study programs should not, by reason of such employment, be considered employees of the United States, for any purpose.

Authority for Contracting and Cooperative Agreements

The provisions in current law for utilization of private resources and developing of cooperative arrangements have been very useful. This authority should be continued.

We believe it should be a concern of public funding agencies to get maximum use of the public dollar. Wherever there is needless duplication of vocational education services there is accompanying waste, through unnecessary development of facilities, too-small classes for economical operation, absence of optimal opportunities for students, among other problems.

Every effort should be made to minimize duplication and encourage cooperation in order to develop an economical and effective mix of vocational education opportunities at the local level. This authority to use federal funds through cooperative arrangements will not, of itself, work miracles, but its presence in the law removes a possible blockage to such development while giving it implicit encouragement.[1]

Let me share with your at this time several examples of new trends in cooperative planning and programming which are emerging. Later Mr. Ensign, Vice President of the Husky Oil Company, will discuss a particularly promising cooperative model.

Dr. Frank Chambers, President of Middlesex County College, New Jersey, in a recent letter (Tab K) tells of a cooperative relationship he developed with Dr. Burr Coe, Superintendent of the Middlesex County Vocational-Technical school system.

> "In 1966, an MDTA funded welding shop was established in one of the county college buildings and was used by the vocational school for 2 years...This provided the vocational school system, which was cramped for space, with a facility at a minimal cost. It provided for utilization of space at the county college that was not then needed for a college program. The only significant disadvantage was its distance (about 7 miles) from the nearest vocational school.
>
> "We have also established a special admissions procedure for graduates of appropriate programs in the vocaitonal schools to related programs in the county college. This procedure includes waiver of the standard high school preparatory courses required of the usual high school graduate and substitutes solely the recommendation of the vocational graduate's guidance counselor."
>
> "Our Dean of Engineering Technologies serves on the Middlesex County Career Education Coordinating Council along with the Superintendent of the Vocational-Technical school system. This body seeks to coordinate career education offerings

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[1] "Articulation of Post-Secondary Programs in Occupational Education," Supra, See Tab E.

> across the county and is becoming involved with the distribution of Vocational-Education Act funds to school systems within the county."

Dr. Chambers concludes:

> "I consider the steps that we have taken to ensure cooperation between the two educational institutions to have been a most worthwhile undertaking. Similar steps, if applied on a most universal basis, would serve to prevent the overlaps in educational offerings between community colleges and area vocational schools that exist throughout the state and across the country. The resultant spirit of distrust and competition which develops as a result of a lack of such coordination can only cause harm to both the educational systems and to the interests of the communities which they serve."

Dr. Saul Orkin, Dean of Somerset County College (New Jersey) writes (Tab L) of a similar coooperative arrangement whereby his college and the local technical institute will jointly sponsor eight technology programs the fall.

He writes:

> "It is too early to tell how this cooperative venture will work out but it appears obvious to us that substantial savings will be effected by the more afficient use of resources than could be accomplished if each institution pursued its own interests separately. If the spirit of cooperation that marks the beginning of this experiment is maintained, I feel strongly that the efforts that are being made in this County will serve as a landmark for cooperation among community colleges and technical institutions throughout the State."

In Illinois, President Alban E. Reid of Black Hawk College describes (Tab M) a successful cooperative program with local proprietary schools in which everyone seems to benefit. The students receive college credit for training received at proprietary schools. They are also eligible for state scholarships. The cost to students is lower than if they had enrolled directly in the proprietary school. The college benefits by gaining students who might have limited their training solely to courses offered at the proprietary schools. The proprietary schools benefit from evaluation by college staff and the increased status that is implied by the contractual arrangement with an accredited college. And, the taxpayer benefits by not having to support the establishment of duplicate training programs. Recent legislation in California permits the 99 Community Colleges to contract with private schools and colleges.

These are but three examples of new cooperative patterns we have begun to see emerge under the encouragement of VEA 1968.

Occupational Education Services

AACJC would also stress the importance of including adequate provision for essential occupational education services in future legislation.

1) Guidance and counseling services are our primary concern. These services include establishing and providing a broad range of career information, opportunities for vocational explorations, and rehabilitation counseling activities integrated through the curriculum, as well as specialized approaches to assist all individuals at all age levels in their career planning and in arranging for necessary educational experiences which will help achieve and adjust their career goals. Authorization is needed for developing and packaging materials for student, teacher and counselor to use in relating educational and occupational requirements and opportunities. Also, future authorizations should permit paying the cost of bringing employer and educational representatives to schools and colleges as well as transporting young people and adults to such sites to observe and explore educational and occupational opportunities and conditions.

It will be noted that this list includes a number of items which are a part of the "career education" concept, including career information and exploration and the infromation and guidance needed for informed career planning, from first career choice through the many changes and revisions which may come as the years go by.

This is needed for all persons, but particularly needed for persons with special needs, such as the disadvantaged and the handicapped. Here, outreach should be part of the package, to inform such persons of the availability of occupational training programs, and stimulate their interest and sense of potential capability.

2) Remedial education services should be an important part of the package, to help occupational education students overcome the deficiencies, if any, in their earlier education. Basic literacy and computational skills are indispensable in today's employment market.

3) Incentives for exchanges of personnel between public and private schools, agencies, and institutions, and with government, business, and industry. Such personnel exchanges can be an extremely effective form of communication between various groups, as well as a useful staff development device. For example, through such exchanges business and industry can better understand the capabilities of vocational and occupational education and advise on needed improvements in programs, while in turn, educators can keep up with developments in the "real world" for which they are providing vocational and occupational education.

4) Inservice teacher training and staff development programs should be authorized and provided where needed, for example, to improve teacher competency in professional fields, educational techniques, understanding of student needs, and learning of new job market trends.

5) Data acquisition, analysis and dissemination. Two vital components of this are labor market data in a form useful for occupational education planners, and follow-up studies on program graduates to test whether they are employed in an area related to their training. These two items are at the heart of accountability in vocational or occupational education, and the reason for the federal interest in giving it support. I have even seen it suggested that public funds be withheld from programs which train for occupations in which there is a surplus of available employees, and hence limited employment possibilities [1] I would be willing to endorse this suggestion if there is a data base available to assist planners in making informed decisions.

6) Administration and supervision, including technical assistance. This would include assistance in utilizing the data mentioned above, in developing occupational education programs, and providing other needed information and services. We have complained above that in many cases state vocational education agencies lack the expert personnel to give this assistance to postsecondary schools, and repeat that complaint here. Perhaps calling the problem to the attention of this Committee will help bring about an improvement in the situation.

In this connection, we would recommend developmental activities for staffs of state and federal occupational education agencies to assist them to become acquainted with trends in community colleges and postsecondary occupational education.

Although we believe that these services are extremely important, they should be considered ancillary and supportive to occupational education programs. Therefore, we recommend that a limit of 20% of appropriated funds for all programs and services may be designated specifically for these administrative support services.

Special Projects for Improvement

AACJC strongly urges that those special projects related to promoting improvements and innovative experiments in vocational education which appear in the present legislation be retained and funded at least at present authorized levels.

Presently, these special projects are divided into three categories: Research and Training (Part C), Exemplary Programs and Projects (Part D), and Curriculum Development (Part I), each of which is separately funded. However, we believe that greater flexibility will result if the program funding for these categories is combined.

The Committee members may remember that in the recent report of the National and State Advisory Councils to this Committee it was noted that many state advisory councils recommended a similar consolidation.

Such a consolidated special projects emphasis should provide op-

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1. Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities. Vol. 1, Center for Priority Analysis, National Planning Association (See Tab I and J).

portunities for applied research which can address itself to the identification of new ways to create a bridge between school and earning a living for a variety of persons:

1. Young people who are still in school or who have left school either by graduation or by dropping out;
2. Adults who are in programs of occupational preparation beyond the secondary school;
3. Adults who are unemployed or who can be identified as underemployed.

We also see the need for the development of life-long occupational education models, such as a means of integrating short-term skill training into a career development continuum that extends throughout life. Much has been done in the realm of "career ladders" but a greater number and a wider variety of techniques applicable to specific situations needs to be developed.

Also, more work is needed in developing techniques for use of diversified media in occupational education.

Additionally, the projects should promote cooperation between public education and manpower agencies. They should enable the Deputy Commissioner and the Community College Unit to provide appropriate assistance to state and local educational agencies and community colleges in the development of curricula for new and changing occupations and to coordinate improvements in, and dissemination of, existing curriculum materials. Special projects for improvement should provide grants for the training or retraining of vocational education personnel through exchange programs, institutions and inservice education.

We urge consideration of this funding schedule: Fifty (50) percent of all funds should be allocated to each state for distribution to secondary and post-secondary institutions. We recommend that the remaining fifty (50) percent be divided equally between the Deputy Commissioner of the Bureau of Occupational and Adult Education and the Director of the Community College Unit of USOE to enable them to make grants and contracts with state boards, institutions of higher education including community colleges, local educational agencies, and others, for projects to stimulate and assist the development, establishment and operation of programs or projects designed to carry out the purposes we have indicated above.

SUPPLEMENTAL TESTIMONY

M. Dale Ensign, Vice President, Husky Oil Company

Mr. Chairman, I believe business and industry across the country will strongly support and participate in work study and cooperative educational programs, when they are challenged with an exciting idea and specific examples. I wish to share with the Committee our own experiences.

First, I wish to re-emphasize one of our recommendations stated earlier. We believe that combining funding for the Cooperative Vocational Education program, Part G, and the Work-Study program, Part H, will result in greater flexibility and freedom of operation for state planners. In the recent Report of the National and State Advisory Councils on Vocational Education, it was noted that several state advisory councils recommended consideration of such a consolidation.[1]

The Husky Oil Company has participated in an exciting experiment in cooperative education involving two school systems. I will highlight certain aspects of our venture.

Husky's program offered a practical introduction to all of the career opportunities available in the oil industry. The program took the form of an industrial-education consortium combining the resources of Husky, Northwest Community College and Cody (Wyoming) High School. A complete summary of our program is attached to this testimony. (Tab N)

Each institution and the Husky Oil Company played an integral part in the development and implementation of the program. The program was two-phased, combining a cooperative work effort with a one hour, early morning, related classroom experience entitled, "Introduction to Business." The course was under the supervision of Northwest Community College staff and taught by Husky Oil Company personnel, covering every phase of the Husky operation. Outside instructors were brought from the Company's Denver and Calgary offices. Outside instructors from the high school, American Telephone and Telegraph, Mountain Bell and Nielson Enterprises also participated. During the eleven week course, thirty-one instructors -- including the Chairman of the Board -- follow a barrel of oil through its various discovery and manufacturing states to its final consumption as a finished product: geology, production, refining, supply, distribution and marketing are among the aspects covered. To this was added all the administrative service departments necessary to any organization: accounting, communications, computers, legal, employee relations, etc.

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[1] "The Impact of the Vocational Education Amendments of 1968" prepared for Congressional Oversight Hearings, April, 1974, p. 3. (See Tab D),

The cooperative work experience placed students at work stations in accounting, production, data processing, and office services departments. Rotation after two weeks to a new work station enabled the students to learn in all four general areas. Three semester credits for the related class and two credit hours for the work experience were awarded for successful completion of the course.

How well did the program work? The consortium members asked the students and received excellent responses. One observed, "Being taught by those who are actually involved in professional business fields presented a much clearer picture to me and was more up-to-date than I could have learned in school." Another commented, "I liked the rotation of work experiences giving us an opportunity to work at a variety of jobs." A third advised,"I would like to see the program continued and expanded, allowing this year's students to return to concentrate or specialize in a particular area."

In explaining the creation of the program, the Chairman of the Board, Glenn E. Nielson, said, "The average high school graduate has little practical knowledge of the actual operations of business and industry. Too many of our high schools and colleges have the theory of education, but fail completely so far as practical knowledge or application is concerned. Industry has a responsibility and an obligation to provide education and insight for students planning careers in business." By designing this multifaceted program, administrations and faculties of both the industry and educational institutions have not only begun to meet this goal, but have made valuable contributions to their community as well. Millions of dollars in facilities, otherwise beyond the budgets of the schools, became accessible to the students. Cody High School broadened its curriculum and made it a more practical one by reinforcing academic education with career education. More importantly, human resources on all sides were made available. Husky was provided seasonal employment, with the promise of knowledgeable, experienced full-time help upon graduation. The students were taught by those responsible for the efficient functioning company about the inner workings of America's free enterprise system. In the process, they acquired the most beneficial kind of experience -- on-the-job training.

Such programs won't start themselves. It is up to those institutions that desire to form partnerships with business to make their presence felt. Industries of all kinds can look to the consortium experiment as an example of the service that can be rendered and the potentials they can realize by implementing a similar program.

The U.S. Chamber of Commerce is actively promoting the Husky program. Community college leaders are sponsoring workshops and publishing articles describing how similar programs can be set up and the resultant advantages to the student, the college, the businessman, and the taxpayer. This is practical, relevant and efficient vocational education at its best.

SUPPLEMENTAL TESTIMONY

Ambassador John Mundt, Executive Director
Washington State Board for Community College Education

Mr. Chairman and distinguished members of this Committee, I wish to expand upon some of our concerns regarding administration and planning for vocational and occupational education, and share with you our experiences in funding occupational education programs in the State of Washington. It may be a model which will prove viable in other areas of the country.

Appeals Procedures

We have mentioned earlier that our state directors reports indicate that there have been few appeals. This may be less a sign of satisfaction than of the lack of an appeals mechanism which promises effective hope of redress.

We would suggest that the Committee adopt language similar to that in H.R. 69 (Education Amendments of 1974, Sec. 805, amending Sec. 425 of the General Education Provisions Act) relating to appeals of aggrieved applicants under federal education programs. This right of appeal first to the state agency and if needed to the Commissioner of Education might be very helpful in some of the situations we have earlier related in which community colleges are rebuffed by the state vocational education agency. It is apparently not clear whether the above provision as written applies to vocational education. If not, a like provision should be included in the amendments now under consideration by this committee. We believe it might be wise to include the state advisory council more specifically in the appeal process. Upon appeals to the Commissioner the state advisory council might be requested by the Commissioner to conduct an independent investigation of the complaint.

State Advisory Councils

In reviewing experience across the country, it is our strong belief that the State Advisory Councils should more adequately represent postsecondary educational institutions and their students. Since community colleges and technical institutes enroll approximately 1.5 million students a year in occupational programs (and this figure is expected to increase), we believe that they should recieve greater representation than they do presently. At least one person who has responsbility for the direct supervision of a community college which has occupational, vocational or technical programs should be represented on a state council.

In our state a community college president and a community college trustee serve on the Advisory Council. Where a postsecondary, degree-granting technical institute system exists which is administered separately from the community college sytem, a representative from such an institution should be placed on the state council.

Local Advisory Councils

The American Association of Community and Junior Colleges recommends that the Committee consider the establishment of local advisory councils on vocational education.

Improvements which have resulted from the establishment of National and State Advisory Councils suggest that similar benefits might accrue from the creation of Local Advisory Councils.

Local Advisory Councils would encourage the development of comprehensive local program planning in each community. These groups would be broadly representative and would represent labor, management, and every category of educational institution sponsoring occupational education, from elementary through postsecondary institutions. They would participate in the formation of local or area plans by developing recommendations to local planners, reviewing recommendations from occupational advisory committees, and reviewing the planning efforts before their transmittal to the appropriate state organizations for incorporation into the state plan.

Local advisory councils would provide a formalized mechanism through which the various parties to vocational and occupational education would have to get together. This might stimulate the development of a more useful data base on needs for vocational educaction and employment opportunities in the area. It could also promote cooperation among these parties and help prevent needless duplication of programs and facilities, as well as spotlight needed programs missing in a community, and groups not presently being served.

These councils should have connections, possibly through overlapping membership, with the Prime Sponsor Manpower Planning Councils under the Comprehensive Employment and Training Act. There are enough similarities between the purposes of the Vocational Education Act and of CETA that coordination between the two systems is needed. Comparable local vocational education councils would help promote this coordination.

State Administration: The Washington State Model

The State of Washington has developed a system for handling vocational education funds which works for us, and which may have application to other situations.

When the state's community college system was established in 1967, it was determined that the colleges would have their own state administrative agency and not be a part of the State Board of Education. The legislature anticipated that this might pose difficulties in the administration of vocational education, and solved that problem by establishing a Coordinating Council for Occupational Education.

This council, hereafter referred to as CCOE, has a nine-member Board, composed of three members from the community college system, three members from the State Board of Education, and three public members appointed by the Governer. The Superintendent of Public Instruction, who is chairman of the State Board of Education, and the Director of the State Board for Community College Education are non-voting members of the CCOE.

CCOE receives, disburses, and accounts for all federal vocational education funds; it gives final approval to the state plan and in general is where the "buck stops" in vocational education in the state. However, it has no direct operating responsibilities, except for a program in fire service training.

The State Board for Community College Education and the Superintendent for Public Instruction each make their own inputs into the state plan. This gives each level its own authority for plan development and determinining its own priorities, subject to final approval by CCOE.

Each of us, SPI and the SBCCE, has an interlocal agreement with CCOE with a clause that provides as follows:

> "In the development of the plan and in the development of the rules, regulations and policies by CCOE, the preparation by the State Board for Community College Education of their portion of the plan shall receive major consideration from CCOE in determining the direction and priorities within the plan."

A copy of our interlocal agreement is appended in Tab O.

CCOE allocates federal vocational education funds and transmits them to the appropriate agency for disbursal to schools and colleges. CCOE also reimburses the state community college board and the state education agency for their direct administrative costs. I might mention that the State of Washington has five vocational-technical institutes (compared to 27 community colleges) which are under the authority of the Superintendent of Public Instruction. Under our system, funds for these vocational-technical institutes, though most of their students are postsecondary, flow through the Superintendent. This is still a somewhat untidy part of organizing for vocational education in our state, but discussions are underway between my office and the Superintendent of Public Instruction to solve this.

This system works pretty well. We had a problem for a few years in that the CCOE had its own staff to exercise program authority, especially in research and demonstration type projects. We often discovered that grants of which we had no knowledge, and which did not necessarily fit into our scheme of priorities, had been made to our colleges. This problem was partially solved this year in a revised interlocal agreement between our Board and the CCOE in which these additional functions were transferred to us (and to the Superintendent of Public Instruction for schools under his authority), a portion of the CCOE's staff dispersed to SPI. Also all communications to the individual 27 colleges in the community college system flow to them from CCOE through SBCCE office.

In my view, the most significant elements of our state's system would be these: First, fund allocation decisions are not made by an agency in which the community colleges have no influence or impact. This gives them every chance for a "fair shake." At the same time, the various levels have to join together in one decision, which promotes knowledge of what the other level is trying to do, and hopefully, mutual understanding, cooperation, better articulation between K-12 and the community college system, and avoidance of unnecessary duplication.

Secondly, community college program decisions are made by community college people, who naturally have a better understanding of what the colleges can and hope to accomplish than do outsiders. Initial planning, up to the stage of final approval, is made by the community colleges themselves. Our Board has the staff for program approval and technical assistance in program development; additionally, it is responsible for student services, most teacher preparation, and the administration of personnel standards. We make use of part time coordinators in law enforcement, real estate courses, home and family life programs, and others, in order to hold permanent staffing levels down.

As for CCOE, in addition to its ultimate responsibility for vocational education in the state, it bears primary responsibility for planning for vocational education. It has developed a process for long range forecasting of manpower needs and of programs needed to meet these needs. We work closely with them in developing these projections, and we have found that it is very helpful to us in program planning and development.

This relatively successful structure for administration of vocational education in the State of Washington is outside the model usually thought of when reference is made to a single state agency as in the present Act. Although the Washington structure has been accepted by the U.S. Office of Education as being in compliance with the Act, I want to suggest in any new legislation that states be allowed sufficient flexibility in organization so that these types of structures will be permissable.

Although the major thrust of my comments has been on administration and planning for vocational education, I believe that sharing with the Committee the experience in Washington relative to the disadvantaged might be helpful in reinforcing the presentations made by my colleagues Dr. J. Harry Smith and Dr. John Grede. It is very difficult to serve students suffering economic handicaps under the present act. This is because none of the funds can be used to pay tuition for the students or to provide other direct financial aid. The work-study Part H funds are not of assistance to many of the economically handicapped in the community colleges. The limiting age of 21 excludes 67% of the Washington community college students from participation, the earning limits of $350 per academic year are inadequate for an adult who is self-supporting and may have dependents, and the appropriation has been inadequate.

Therefore access to the occupational education necessary for any kind of upward mobility is denied to the poor unskilled adult -- the person who needs access the most. In any new legislation I would recommend that age restrictions be removed, that students in need be allowed work-study earnings up to the level equal to the unemployment compensation of the state, and that the appropriation authorization be increased for postsecondary students in work-study programs. It would be helpful if funds could be used to pay required tuition for the economically handicapped.

ADDITIONAL STATEMENT

Dr. J. Harry Smith, President

Essex County Community College

Mr. Chairman, at this point I would like to summarize the recommendations my colleagues and I have made. Dr. Masiko will then conclude our presentation with some thoughts on alternatives to the present state delivery system.

I believe that the recommendations we have made could be encompassed in the following ten points. We hope that the Committee will give these ideas careful consideration as it develops new vocational education legislation.

SUMMARY OF RECOMMENDATIONS

1) The level of funding for postsecondary occupational education programs should be increased to a minimum of 40% to 60% of total funds.

2) We believe it is time to consider new delivery system alternatives for the distribution of vocational education funds to all state institutions which will be more equitable and appropriate. Although we are not ready at the present time to recommend one system, we will offer several possible alternatives which may help the Committee revamp the present system.

3) New vocational emphases should be built into the legislation to encourage the funding of programs for early retirees and older citizens who are disadvantaged, such as the mid-career unemployed and underemployed persons whose job skills are obsolete.

4) There is need for greater focus on training for occupations of the future, rather than the past. Newer occupational areas -- human services, health-related, service industries, technologies -- need greater funding emphasis. Flexibility should be built into vocational education planning to permit adaptation to future needs in a repidly changing society. At the present time more than 70% of the work force is in the service industries -- health, hospitality, data processing, etc. However, this may change and programs should be ready to change as occupational patterns change.

5) Provision should be made for more rigorous state plan review in the U.S. Office of Education to ensure that Federal priorities are indeed implemented in the states. The Community College Unit should be given the authority to review and comment on, or possibly even to recommend rejection of, state plans for postsecondary occupational education.

6) To create greater flexibility and freedom of operation for state planners, we recommend the combination of certain of the current categories of the Vocational Education Act:

A. Combine funding for Part C (Research and Training), Part D (Exemplary Programs and Projects) and Part I (Curriculum Development), all of which are related to improvement and innovation of vocational education. The category could be identified as "Improvement of Vocational Education". In order to encourage national and regional improvements, the 50% set-aside to the Commissioner should be retained. Of that part, half should be devoted to postsecondary occupational education, and administered by the Community College Unit of the U. S. Office of Education.

B. Combine funding for Part G (Cooperative Vocational Education) and Part H (Work-Study), both of which are closely related in activity. This category could be identified as "Work Experience". Funds should be distributed equitably between secondary and postsecondary students.

C. The setasides for vocational education programs for the disadvantaged and handicapped should be combined to allow greater flexibility at a combined minimum of 25%.

7) We recommend that the Congress take a look at state vocational agency staff composition to make sure that a proportionate number of persons employed by these agencies have professional experience and expertise in postsecondary occupational education. If it is determined that these agencies will retain sole authority over Federal vocational education in the states, it is essential that they become more responsive to needs and problems at this level. Specifically, we believe that persons with community college experience are needed in the state agencies.

8) We urge that appropriate steps be taken to ensure that postsecondary occupational education institutions and community colleges are adequately and meaningfully represented on State Advisory Councils.

9) We recommend that Congress consider establishing Local Advisory Councils to augment the responsibilities of State and National Councils.

10) Because we believe that too much Federal vocational education money goes for administration in some states, we recommend that Congress establish an upper limit on the amount of the Federal grant that can be spent for state administration.

We would further comment that AACJC believes that full funding and implementation of Title X, Parts A and B, of the Education Amendments of 1972 (P.L. 92-318) would facilitate and strengthen many provisions of the Vocational Education Act.

CONCLUDING COMMENTS BY DR. MASIKO

Mr. Chairman, we have endeavored to give the Committee a perspective on community and junior colleges - what they are and are trying to achieve, and what they view as their role in occupational education.

We have also tried to analyze the current Vocational Education Act in terms of the ways in which it helps or hinders the achievement of community college objectives.

We have offered suggestions of changes in the Act which we believe would lead to significant improvements in postsecondary occupational education. I will not repeat them all, but wish to stress again our belief that the postsecondary level is of such importance to total vocational education delivery in this country that the setaside should be increased, to a minimum of 40 to 60% of total funds.

Finally, I would like to spend a few moments discussing state administration of vocational education. I have earlier spoken of our numerous concerns regarding the inequitable administration of postsecondary occupational educational programs in many states. In order to solve these problems, we believe basic revisions of the administration of vocational and occupational education at the state level may be in order.

It is time to consider new delivery system alternatives for the distribution of vocational education funds to institutions on a basis which will be more equitable and appropriate. The present system is not working in many states. We believe that serious consideration should be given to restricting the authority of the present "State Boards" solely to elementary and secondary vocational education. A new agency or another more appropriate agency, might better have responsibility for administering postsecondary occupational education.

At this time we are not ready to recommend a specific system, in the main because we find such variations in the needs of the 50 states - and no one pattern seems wise. We hope to propose a system that would have flexibility to permit a variety of options for the individual states. At this point in time we only intend to initiate a constructive discussion by suggesting three alternative delivery systems.

1. A first alternative delivery system is postulated on the complete separation of funding for all programs both at the national and state levels. Elementary and secondary vocational education programs would continue to be funded by present agencies. However, postsecondary occupational education programs would be funded through separate agencies. At the national level the postsecondary funding agency would be the Community College Unit in the U.S. Office of Education.

At the state level the postsecondary funding agency would be either an existing agency or a separate agency created to give policy direction to the postsecondary institutions in the state. Representatives of all types of institutions offering postsecondary occupational education programs in the state would be represented on such an agency.

2. Another alternative, if no structural changes are to be made, would be to maintain the present system of administration but to raise the setaside for postsecondary occupational education to 60 per centum (in line with the allotment of federal funds). This policy has been in effect in Wisconsin for many years.

In this case, the existing state agencies for vocational education should be required to alter the composition of their staff, if needed, to ensure that an adequate proportion of total state agency staff have the expertise to give leadership to programs in postsecondary occupational education.

3. Finally, my colleague Mr. Mundt has described a system which works in his state and merits consideration for national adaptation. Funds go to a Coordinating Council composed of elementary-secondary, postsecondary and public members, which makes determinations on the distribution of funds in the state and has ultimate responsibility for the state plan and its implementation. However, as Mr. Mundt described, the direct planning inputs and implementation responsibility are carried out by agencies responsible for the level of education involved.

We wish to thank the committee and its distinguished Chairman for the privilege of sharing our considered opinions on the Vocational Education Amendments of 1968. We stand ready to assist the Committee in the months ahead as it continues its deliberations, endeavoring to improve and update this fine legislation.

EXHIBITS

(Attached to the Testimony given the Committee)

TAB	
A	"After the Boom...What Now for Community Colleges?", by Edmund J. Gleazer, Jr., reprinted from December/January 1974 Community and Junior College Journal.
B	"Beyond the Open Door...The Open College", by Edmund J. Gleazer, Jr., reprinted from the August/September 1974 Community and Junior College Journal.
C	Distribution of vocational education funds to postsecondary level, "Vocational Education Information No. V", U.S. Office of Education, Bureau of Adult, Vocational and Technical Education. Fiscal Year 1972.
D	Digest of 2-Volume "Reports on the Implementation of the Vocational Education Amendments of 1968", General Subcommittee on Education, Committee on Education and Labor, House of Representatives, November 1973.
E	"Articulation of Post-Secondary Programs in Occupational Education, E.B. Moore, Jr., Nathaniel D. Smith, and E.L. Kurth. A Publication of the Center for State and Regional Leadership, Florida State University, University of Florida. November 1973.
F	"Career Education at Illinois Public Community Colleges", by John J. Swalec and Fitcher Weathington, Community College Bulletin, March 1974.
G	"Enrollment in Illinois Community College Occupational Programs, Fall 1973", Illinois Community College Board.
H	City Colleges of Chicago: Occupational Programs by Divisions
I	Letter from Calvin Dellefield, Executive Director, National Advisory Council on Vocational Education; memo describing contents of "Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs in 20 Cities: Volume I, Research Report", a study conducted by the Center for Priority Analysis, National Planning Association.
J.	Ibid. Highlights of the Study.
K	Letter from Dr. Frank Chambers, President, Middlesex County College, Edison, New Jersey
L	Letter from Saul Orkin, Dean of the College, Somerset County College, Somerville, New Jersey
M	Memo to Dr. Alban E. Reid, President, Black Hawk College, Moline, Illinois, on "Cooperation between Black Hawk College and Local Proprietary Schools"
N	"Husky Oil's Summer School and Work Program," Chamber of Commerce of the United States.
O	Letter from John C. Mundt, Director, State Board for Community College Education, State of Washington; Copy of "Interlocal Cooperative Agreement"
P	Manpower Training in Community Colleges, by Andrew S. Korim. AACJC Publication, 1974

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Tab R Page 98 From GAO Report Showing States Not Expending 15% on Postsecondary

APPENDIX III B

PERCENT OF FEDERAL VOCATIONAL EXPENDITURES FOR POSTSECONDARY, VEA PART B

States	Fiscal year 1970	1971	1972	1973
Alabama	22.3	7.3	15.0	17.7
Alaska	16.0	15.0	17.1	15.4
Arizona	25.7	31.1	26.9	24.4
Arkansas	35.7	34.0	33.9	28.7
California	23.2	23.4	21.3	25.0
Colorado	21.7	35.1	19.9	47.3
Connecticut	15.1	15.3	19.8	19.1
Delaware	13.1	15.4	16.1	14.2
District of Columbia	13.5	21.9	22.0	19.9
Florida	22.7	28.8	22.4	24.9
Georgia	40.7	25.4	39.9	44.7
Hawaii	58.8	59.8	61.9	51.7
Idaho	41.7	54.4	54.6	52.5
Illinois	16.4	12.6	19.3	12.0
Indiana	15.1	15.7	15.0	16.6
Iowa	57.2	55.9	53.7	51.8
Kansas	24.4	28.6	31.6	27.2
Kentucky	17.4	18.8	18.0	28.0
Louisiana	27.5	32.4	23.8	22.9
Maine	16.7	27.3	21.9	19.0
Maryland	26.5	25.8	19.0	14.7
Massachusetts	12.6	16.6	11.1	27.0
Michigan	[illegible]	20.6	21.5	23.5
Minnesota	24.7	35.3	23.7	21.8
Mississippi	18.9	17.8	16.3	20.0
Missouri	17.4	14.4	16.8	18.9
Montana	45.2	48.1	58.9	61.4
Nebraska	28.4	35.1	30.2	29.1
Nevada	21.9	19.7	16.9	16.9
New Hampshire	16.5	19.2	13.5	18.9
New Jersey	13.9	17.8	16.5	16.7
New Mexico	35.7	40.4	44.7	48.8
New York	15.2	16.4	15.1	13.6
North Carolina	18.1	17.4	15.2	18.4
North Dakota	18.3	40.6	29.9	26.2
Ohio	18.6	17.7	17.6	29.8
Oklahoma	23.5	31.8	27.2	30.2
Oregon	26.3	31.6	30.1	33.2
Pennsylvania	19.2	26.5	20.1	22.8
Rhode Island	16.1	12.2	15.7	10.5
South Carolina	19.2	17.3	14.1	15.7
South Dakota	29.6	26.8	29.0	24.6
Tennessee	33.4	44.2	34.9	29.9
Texas	38.9	28.0	23.7	20.1
Utah	40.4	21.2	35.0	39.0
Vermont	25.3	15.2	28.2	19.4
Virginia	19.3	23.0	20.9	12.1
Washington	24.8	15.2	43.3	46.9
West Virginia	15.9	15.7	16.6	16.8
Wisconsin	17.0	14.0	16.9	22.0
Wyoming	20.5	25.7	32.5	34.6
NATIONAL	23.1	22.9	22.4	23.7

Source: OE annual vocational and technical education selected statistical tables.

Tab [illegible] Page from USOE-BOAE Report Showing 10 States Not Expending 15% on Postsecondary in Fiscal Year 1973

PERCENTAGE DISTRIBUTION OF [illegible] TA[illegible] 2

		PCT. SEC.	PCT. PS	PCT. ADULT	PCT. DIS.	PCT. HANDI.	PCT. CONSTR.	PCT. G & C.	PCT. CONT. INST.	PCT. ANCILLARY SERVICES
TOTAL	100.0	48.6	26.6	5.3	7.8	3.3	7.3	(3.1)	(.1)	(7.7)
ALABAMA	100.0	44.9	40.0	.8	6.1	[illegible]	4.3	(2.3)	( )	(6.7)
ALASKA	100.0	49.5	27.9	2.7	18.2	1.4		(.2)	( )	(9.8)
ARIZONA	100.0	45.0	39.9	3.6	3.9	2.6	4.7	(.4)	(.2)	(5.2)
ARKANSAS	100.0	36.7	36.6	3.4	[illegible]	6.7		(4.1)	( )	(5.3)
CALIFORNIA	100.0	40.1	41.2	11.7	[illegible]	1.7		(3.1)	(.6)	(3.9)
COLORADO	100.0	48.9	25.3	2.1	1.8	5.7	15.9	(1.7)	( )	(8.2)
CONNECTICUT	100.0	42.5	18.1	2.7	18.1	3.2	15.2	(2.6)	(1.2)	(9.4)
DELAWARE	100.0	49.6	42.4	2.7	2.8	2.4		(5.3)	( )	(6.4)
DIST OF COLUMBIA	100.0	60.2	26.3	5.0	3.9	4.2		(7.6)	( )	(17.0)
FLORIDA	100.0	45.1	29.3	9.0	0.1	9.6	2.6	(5.5)	( )	(9.4)
GEORGIA	100.0	42.1	40.0	6.2	4.2	3.1	4.1	(1.5)	( )	(12.5)
HAWAII	100.0	25.1	59.9	7.0	4.6	3.1		(6.2)	( )	(8.5)
IDAHO	100.0	31.0	60.8	1.6	[illegible]	2.7		(2.4)	( )	(18.0)
ILLINOIS	100.0	60.7	11.9	1.9	[illegible]	10.2		( )	( )	(7.4)
INDIANA	100.0	60.0	23.5	2.4	[illegible]	4.1	4.3	(.6)	( )	(25.3)
IOWA	100.0	14.0	55.9	6.6	[illegible]	3.3	13.4	(4.9)	( )	(2.8)
KANSAS	100.0	54.8	34.2	3.9	[illegible]	2.8		(2.9)	( )	(11.5)
KENTUCKY	100.0	51.1	24.5	4.6	6.5	5.2	7.9	(.6)	( )	(14.2)
LOUISIANA	100.0	48.1	23.5	6.0	14.4	7.7		(12.0)	( )	(12.9)
MAINE	100.0	47.2	28.5	3.3	2.3	1.3	17.1	(.9)	( )	(14.7)
MARYLAND	100.0	64.5	20.0	1.4	6.4	2.1	5.3	(3.4)	( )	(11.2)
MASSACHUSETTS	100.0	69.1	9.6	1.6	[illegible]	1.2	15.1	(2.7)	(.7)	(8.3)
MICHIGAN	100.0	47.1	33.8	3.0	[illegible]	1.9	11.0	(.5)	(.1)	(8.0)
MINNESOTA	100.0	19.8	63.9	5.8	2.6	1.1	6.4	(1.3)	( )	(8.1)
MISSISSIPPI	100.0	36.2	30.1	5.5	6.7	4.8	16.4	(6.2)	( )	(4.9)
MISSOURI	100.0	66.7	16.2	2.9	4.5	2.8	6.6	(22.0)	( )	(7.4)
MONTANA	100.0	39.3	51.5	1.8	3.8	3.2		(3.4)	( )	(7.6)
NEBRASKA	100.0	31.1	52.4	4.2	8.8	3.2		( )	( )	(8.4)
NEVADA	100.0	50.7	16.1	8.3	14.7	9.9		(8.1)	( )	(19.1)
NEW HAMPSHIRE	100.0	29.3	41.6	7.6	13.2	8.1		(.4)	( )	(5.4)
NEW JERSEY	100.0	42.2	13.7	4.6	7.6	4.4	27.2	(1.2)	( )	(11.9)
NEW MEXICO	100.0	25.7	26.3	5.4	11.2	3.0	28.1	(.5)	( )	(7.0)
NEW YORK	100.0	55.5	15.9	8.6	10.0	2.9	3.8	(3.5)	( )	(2.4)
NORTH CAROLINA	100.0	35.4	47.4	5.3	3.4	1.7	6.4	(5.6)	( )	(9.6)
NORTH DAKOTA	100.0	42.1	42.4	6.5	4.9	3.9		(1.7)	( )	(12.1)
OHIO	100.0	56.4	14.0	5.2	14.1	2.5	7.5	(2.7)	( )	(2.5)
OKLAHOMA	100.0	40.7	19.7	8.3	22.0	2.9	6.0	(2.5)	( )	(6.1)
OREGON	100.0	28.3	18.7	6.5	1.9	1.4	42.9	(1.7)	( )	(4.7)
PENNSYLVANIA	100.0	65.7	13.1	3.3	7.7	3.0	6.8	(1.4)	( )	(3.6)
RHODE ISLAND	100.0	56.5	13.4	4.5	4.3	4.5	16.6	(3.2)	( )	(14.3)
SOUTH CAROLINA	100.0	67.9	10.0	.8	5.2	3.5	12.2	(1.4)	( )	(4.8)
SOUTH DAKOTA	100.0	42.4	39.7	4.9	9.2	3.5		(1.7)	( )	(12.4)
TENNESSEE	100.0	33.6	35.5	8.7	8.9	4.3	8.8	(1.3)	( )	(21.5)
TEXAS	100.0	52.1	24.2	3.1	9.4	2.7	8.1	(3.5)	( )	(11.0)
UTAH	100.0	46.0	43.3	3.5	3.6	3.3	.1	(6.4)	( )	(14.1)
VERMONT	100.0	48.8	5.8	.8	14.9	1.4	28.1	( )	( )	(9.8)
VIRGINIA	100.0	56.4	7.6	5.7	8.4	4.6	17.0	(.9)	( )	(9.6)
WASHINGTON	100.0	49.3	37.7	2.5	5.4	4.2	.7	(3.8)	(.6)	(12.7)
WEST VIRGINIA	100.0	48.1	10.3	3.0	4.9	2.8	30.6	(.9)	( )	(9.4)
WISCONSIN	100.0	7.7	64.1	13.4	2.7	1.5	10.2	(3.2)	( )	(14.7)
WYOMING	100.0	45.1	43.3	1.5	6.2	3.7		( )	( )	(10.5)
AMERICAN SAMOA	100.0							( )	( )	( )
GUAM	100.0	56.0	2.3	7.9	2.3	1.5	29.7	(2.3)	( )	(2.7)
PUERTO RICO	100.0	55.4	13.4	6.2	16.3	3.5	9.0	(13.8)	( )	(20.9)
TRUST TERRITORY	100.0	51.3	27.4	12.8	6.2	2.1		(1.4)	(2.0)	(4.9)
VIRGIN ISLANDS	100.0							( )	( )	( )

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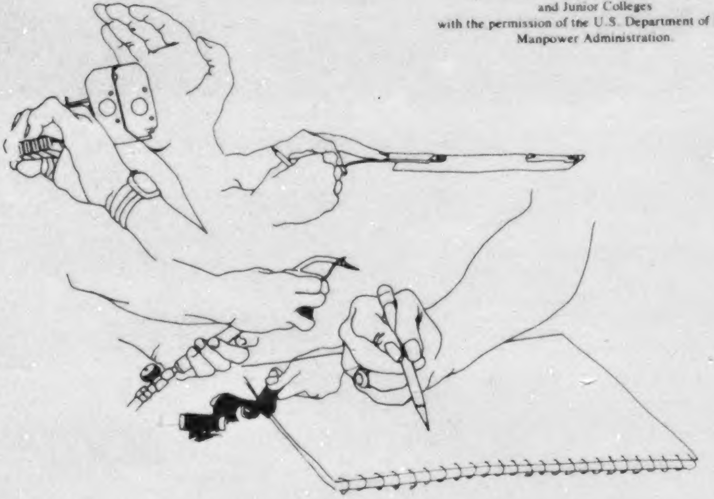

Vocational Education: Performance and Potential

Evidence Lacking That High School Courses Result in Job, Wage Gains

by Beatrice G. Reubens

The proposal that every student leaving high school should have a specific, marketable skill is a key element in the U. S. Office of Education's broadly designed career lucation concept. Assuming that the current employment problems of young people entering the full-time labor market are attributable mainly to their lack of occupational ills, the advocates of career education would greatly pand and strengthen high school vocational programs. Over half of all senior high school students might be rolled in such programs, in contrast to 25 to 30 percent day, and all might be required to take some courses, if the most ardent proponents had their way.

Since such a strong case is being made for occupational preparation before the completion of high school, it is useful to review the findings of the large body of studies which analyze the outcomes of high school vocational education.

Are graduates of high school vocational programs who go straight to jobs better off in the quality of jobs, earnings, unemployment rates, or job satisfaction than comparable nonvocational graduates who go to work immediately? Is the nature of the curriculum a causal or decisive factor in any differences between these groups? Other important issues include the comparative dropout rates of students in various high school curricula and the effect of vocational education on the pursuit of higher education. Unless a clear advantage emerges from high school vocational

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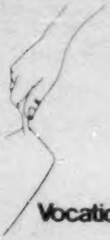
Beatrice Reubens is a senior research associate with the Conservation of Human Resources ect at Columbia University. This article is based on a longer, fully documented resource paper wrote for the U. S. Department of Health, Education, and Welfare task force which carried the Work in America study. It and other resource papers for the study were prepared under the uspices of the W. E. Upjohn Institute for Employment Research and are being published by M.I.T. Press, 28 Carleton St., Cambridge, Mass. 02142, under the title, WORK AND THE QUALITY OF LIFE: RESOURCE PAPERS FOR WORK IN AMERICA.



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education, doubts may arise either about the content and quality of vocational education courses or about the prescription proposed by career education enthusiasts.

Probably only 25 to 30 percent of high school seniors currently go to work on graduation and do not obtain further formal training or education. While the emphasis of most of the studies reviewed here is on this group, some of the studies also include data on another 20 to 25 percent of the senior class who do not go to college but receive post-high school training.

At the outset, some words of caution are in order about the studies reviewed in this article. They are beset with conceptual problems, methodological pitfalls, and statistical limitations. They often are not comparable with one another and few of them were done recently enough to measure the improvements in high school vocational education planned by the 1968 amendments to the Vocational Education Act. Proceeding from different values and assumptions, the analysts have not even agreed on the objectives or outcomes to be tested.

Moreover, it is quite difficult to establish vocational education as the cause of differences in performance. There is no agreement on the socioeconomic background, academic ability level, or minority status of vocational students in comparison with other high school students, so that studies without control groups are ambiguous in their results. Variations among students in attitudes, motivation, and other characteristics which are not subject to precise measurement also may invalidate control groups and bias results.

Followup Studies Needed for Judgment

Also, if vocational graduates perform better in the labor market this may reflect employers' prejudices for workers with certain credentials rather than the skills brought to the job. Finally, followup studies must be made a number of years after the students graduate in order to reach a judgment, but then the question arises: How much of the variation in performance is attributable to post-high school education or training? Despite these hazards, researchers have sought to find answers to guide educational policy.

Two tests may be applied to the types of jobs vocational graduates get. Do they get jobs in the fields for which they trained? And do they get jobs at skill levels consistent with their high school training? More research has been done on the first than the second question, although the latter may be more important.

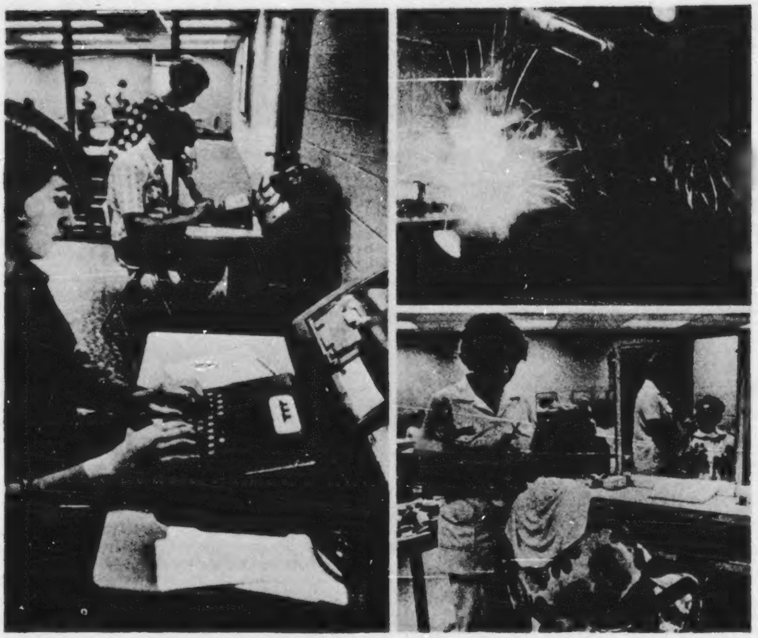
Official Office of Education records indicate that the vas majority of vocational graduates enter training-related jobs while individual studies report lower percentages. An extensive analysis of training-relatedness by Gerald Somer of the University of Wisconsin, based on a national sampl of 1966 vocational graduates, showed that just over half o the high school graduates took first jobs that were completely different or only slightly related to their field o training. The relationship between training and first jo varied considerably among vocational programs. Health studies had the highest proportions of graduates in training related jobs and agriculture the lowest.

Enrollments in many high school vocational courses are so far in excess of the average number of job openings i these fields, Garth Mangum writes, that a regular oversup ply would result if many enrollees did not drop out befor graduation and many graduates did not take jobs outside their field of training. Other obstacles to establishing a hig correlation between vocational studies and first jobs are th haphazard way local education agencies decide on course offerings, the inadequacy or inappropriateness of the ski training in certain programs, and the lack of local labo market information for good program planning.

Despite some findings, chiefly by Max Eninger, that training-related jobs are superior, the University of Wis consin study concluded that "the particular program are was of little significance in the student's postgraduation employment and earnings. . . . The findings support th view that general training in vocational skills is to b preferred to specific training, that clusters of job skills in vocational training are to be preferred to single job skills."

The utility of high school vocational education also ca be tested in terms of the skill level of jobs taken by graduates who go directly to work. If vocational education's greater cost per student compared with other hig school education is to be justified, vocational graduate should obtain higher level entry jobs, advance more rapidly, and have higher earnings and greater job satisfa tion than their peers who have not had vocational course

Few studies directly compare the entry jobs of vocational and other graduates on the basis of skill level. One survey in nine northeastern urban communities conclude that there was no significant difference among graduates academic, general education, and vocational programs in broadly measured skill levels. However, the study four that vocational graduates tended to find jobs in manufactu ing while graduates of the other two curricula gravitated



toward white-collar jobs. Several studies have examined only the jobs entered by vocational graduates. They reveal that a disquieting proportion of vocational graduates enter and remain in unskilled or semiskilled jobs requiring little or no prior training.

Many people consider the benefits of vocational education as synonymous with monetary advantage, expressed as differences in wage rates or earnings between vocational and other high school graduates entering the labor market full time. The most recent and significant study is by John Grasso and John Shea of the Center for Human Resource Research of the Ohio State University. Using a national sample of young males and a statistically controlled analysis, they find no significant advantage for vocational graduates either in starting wages or in increases in hourly wage rates over time.

Even studies which find an initial advantage for the high school vocational graduate also discover that the difference tends to disappear in 6 to 10 years. On balance, existing studies do not firmly establish an earnings advantage for high school vocational graduates over other graduates. A distinct earnings advantage accrues to graduates of junior or community college programs, compared with both high school and post-high school vocational graduates.

The most common finding has been that vocational graduates obtain their first jobs more quickly and, subsequently, experience fewer and briefer spells of unemployment than others with a high school education. But the evidence is by no means conclusive. Two institutional factors may favor vocational graduates over other students in their transition to full-time work. To a considerable extent, vocational graduates arrange for their first post-school jobs before school ends, often with the same employer for whom they have been working while in school. Cooperative education and other work-experience plans also foster prompt entry into jobs. A second factor is the greater placement assistance given vocational students by school placement services and teachers.

It often is assumed that those who enter jobs for which they were prepared are more satisfied and exhibit lower turnover rates than other people. To the extent that one can rely on individual opinions, high school vocational

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education graduates seem to be somewhat more satisfied than other high school graduates, but one researcher reports that the differences are not statistically significant.

Vocational education has been endorsed as a way to prevent dropping out and, its attendant problems. Studies are inconclusive about the extent to which vocational education serves this purpose for general curriculum students. Moreover, vocational education dropout rates seem to be higher than those of other high school programs, even when studies use controls for the ability and socioeconomic status of students. This may be due in part to inaccurate recordkeeping or an ability to obtain employment before graduation.

The fear that enrollment in high school vocational programs might deflect able students from the pursuit of higher education has lost much of its force in the last decade. As postsecondary technical-vocational courses mushroom, as community and junior colleges blanket the Nation, and as colleges adopt open admissions policies, vocational graduates are opting for more education almost as often as other high school graduates.

An analysis by the American Institutes for Research found that 22 percent of the boys and 13 percent of the girls who were seniors in vocational programs in 1960 went to college within 5 years of graduation. A national followup survey of 1966 vocational graduates showed that, within 3 years, more than half had taken some additional education and 30 percent had proceeded directly to further studies from high school. Those who had entered 2-year vocational courses in community or junior colleges showed a high propensity to transfer to 4-year colleges.

This trend toward further education for vocational graduates lends additional support to flexible vocational curricula which permit wide options for both jobs and study; the cluster approach to subject matter; a comprehensive school setting; and a heavy stress on academic subjects, including remedial work before higher education is entered.

New York City's experience accentuates this need. In 1970, the proportion of the city's vocational graduates who went directly to full-time, further study was 67 percent; it had been 13 percent only 7 years earlier. The high entrance rate—generated by New York's open admissions policy—has been accompanied by high dropout rates, often due to inadequate preparation in basic language and math skills. If vocational high school programs are to serve as feeders to further education, their curricula must be reassessed in this light.

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Potentially, cost-effectiveness and cost-benefit analyses could be the most useful tools for evaluating various educational and training systems and suggesting which educational investments to expand or contract. But there is a limited number of such studies, few of them national, and they are plagued by unresolved conceptual, methodological, and data problems as well. This situation led Ernst Stromsdorfer, an authority on cost-benefit analyses of education, to conclude: "It is thus still unclear, except at the most gross level of analysis, just what are the private and social costs and returns of vocational education." Stromsdorfer, in his analysis for the National Planning Association, has found that high school vocational education shows "a small effect on earnings" and "apparently yields positive returns to students." But other studies have more negative conclusions.

Community College Payoff Higher

Occupational skills which are acquired in community colleges pay off better than those obtained in high school. There is considerable evidence that both vocational and nonvocational high school graduates benefit from going on to community college occupational programs. The superior performance of community college graduates in the labor market may in part reflect differences in student ability and background which have not been controlled in studies. However, community college courses are more responsive than secondary school courses to the labor market, operate at a higher level, and are relatively scarce for occupations requiring postsecondary but less-than-college training. For those with options, postponement of vocational studies appears profitable.

Still, the case cannot be made for delaying all vocational education until community college. Too many high school students are not able or willing to go on to such a school. But the expectation of career educators that most high school students are ready to make a commitment to a definite career goes counter to what we know about occupational choice. The jobs taken by the vast majority of high school graduates and dropouts who go directly to work should not be confused with careers.

Our review of the large body of analytic studies of vocational education shows no conclusive advantage for it. The review fails to satisfy the heartfelt desire of a Wyoming vocational educator for "empirical evidence that will prove beyond a shadow of a doubt that our traditional occupational education programs are superior to the so-called academic and general programs insofar as they relate to getting a job, finding a job, keeping a job, being promoted on the job, etc." On the contrary, it is difficult to make a case for expansion of high school vocational education courses, based on past performance.

Of course, these findings may be due in part to deficiencies in the programs and their students. Some courses, domestic science, for example, are avocational in content and utilization for most students. Vocational courses are offered for jobs—nurse aide is one—that require no prior skill training. Some vocational graduates do not absorb what they are taught, while others can type adequately but cannot spell or read at a seventh grade level. Still others can be employed only after an apprenticeship or other further training.

Vocational courses may be poorly designed for industry needs or not teach their prescribed syllabus. They may be ill suited to the local labor market or, in the case of rural schools, to the areas to which former students may move. Many employers prefer academic graduates and rate them higher, even for jobs requiring skills. Some courses offered at the high school level lead to jobs only if postsecondary education is completed. Finally, graduates who can obtain only low-paid jobs in the field for which they trained may prefer unskilled jobs at higher pay.

Vocational education costs may be reduced and better results achieved through proposals to shift from individual high school programs to regional or area skill centers, eliminate or reduce less productive programs, adopt the cluster of skills approach, substitute industrial arts for more specific skill courses, rely more on work-experience and cooperative education arrangements, and make greater use of employer premises for practical training.

Still, reservations about expanding traditional vocational education persist on the basis of the difficulties of staffing, combatting vested interests, keeping courses technologically up to date, obtaining employer support, and making the total curriculum responsive to labor market trends. European vocational education is equally troubled by these problems. It appears that disadvantaged or minority youth might be better served by direct approaches, such as opening up apprenticeship or encouraging other employer training programs.

But the most telling argument against an expansion of traditional vocational education lies in the structure of demand for young workers. Advocates of career education and of expanded vocational education usually assume that there are large numbers of job vacancies for high school graduates with skills. They argue that the production of additional numbers in the right fields and places automatically will open up career ladders to those who might otherwise be unemployed or trapped in low-level jobs. But even a cursory examination of the labor market situation of youth suggests there is a limited demand for skilled high school graduates.

Bureau of Labor Statistics annual data for the years from 1959 through 1972 indicate that not more than 20 percent of all male high school graduates who went directly to work took first jobs that could be classified as potentially using school-acquired occupational skills. On the average, over half of the male graduates each year took jobs as laborers or operatives, jobs that at most require brief on-the-job training. Some 10 to 15 percent entered jobs for which academic studies were the prerequisite.

The data also show very little upward occupational mobility in the first years after high school graduation. It is only after being out of high school several years that young men make sizable shifts toward more skilled occupations. Age, work experience, additional on-the-job training, or further study gradually opens to some youth the positions that high school vocational education cannot obtain for most of its new graduates.

It may be possible to alter the nature of labor demand, but it will require an effort that is independent of measures which seek to improve the quality of the youth labor supply. Career education and vocational education advocates, like manpower program advocates of the 1960's, emphasize improving the supply of labor, but pay little attention to the demand side. Just as manpower programs in the 1970's have become sensitive to the quantity and quality of jobs, so vocational education must take a hard look at the job situation for those who do not go beyond high school.

Presumably, graduates who go directly to work and obtain no further training or education will be a diminishing part of the youth labor supply and a distinct minority. Along with high school dropouts, they will face competition for the better jobs from older and more experienced workers or better educated youth. Vocational graduates will be limited by the desire of some employers to do their own training, controlled entry to some occupations, and the limited entry and promotion possibilities in small firms, especially in the services. Forecasts of the educational requirements for new entrants to the labor force show a modest need for high school vocational graduates. Most of these young people will be restricted to the least desirable entry jobs with no skill requirements.

Importance of Work Attitudes Cited

As a result, basic literacy and good work attitudes may be more important for employment than occupational skills. An increasing number of employers already look for these qualities, rather than for traditional vocational skills. U. S. advocates of career education and the vocational amendments of 1968 have given the impression that occupational skills are inextricably bound to general instruction about, and orientation to, the world of work.

Most European countries, on the other hand, separate the two and find it possible to foster work orientation studies without offering specific vocational courses during compulsory education. In most European countries growing numbers of educators and businessmen argue for imparting a good general education rather than occupational skills during the years of compulsory schooling.

It is a myth to suggest that most American high school

Vocational Education

graduates who go directly to work could be placed on a real career ladder if only they had vocational education in high school. The American idea that it is good to give every youth occupational skills so that he or she can compete for a limited number of job openings is damaging to the large number who must fail in the competition and is wasteful of resources.

How does this conclusion bear on recommendations for altering the course offerings for the three separate groups of high school students: College preparatory (who compose about 50 percent of total enrollment), general (25 percent), and vocational (25 percent)?

It has been established that graduates of 4-year or 2-year colleges, as well as college dropouts, are at a disadvantage in the labor market if they have no occupational skills. But does it follow from this that all college-bound students should be given a marketable skill in high school? Career education advocates endorse the objective, but are vague on the means of accomplishing it.

Dropping of General Curriculum Urged

College-bound youth should have lowest priority for high school vocational education, considering their white-collar and professional orientation and their need to develop skills in language, mathematics, and analytical thinking. The academic program itself is occupational education for many. Clearly, substituting vocational subjects for academic courses could be detrimental to the occupational needs of many future college students.

Because community colleges and technical institutes have superior offerings and a greater variety of courses, and produce greater economic returns for their vocational graduates, it would seem advisable to facilitate the transition of youth—whether dropouts or graduates of high schools or colleges—to these schools rather than to attempt to give this training to all high school students. Academic students who do not go to college may still be better off to postpone occupational skill training until after high school graduation.

In all of the literature on education, not a kind word has been said about the general curriculum. It is recognized as a watered-down academic course which does not serve its students even passably well. The issue is whether an alternative high school curriculum, heavily vocational, can aid this group, which often includes large numbers of disadvantaged and minority students. The situation is not encouraging; there are doubts whether basic literacy, let alone occupational skills, can be instilled in school.

The general curriculum should be abolished. Some of its students might be directed to classroom vocational education, but the majority should go into work-study and cooperative education programs. Under work-study, the school helps the student to get a part-time job, but not necessarily one in a training situation or that will develop a skill. In cooperative education, work and study are related.

The least able high school students are best suited to work-study. It may encourage them to remain in school, ease their transition to full-time work, and help them make a realistic adjustment to the unfavorable labor market situation they face. If there are too few work-study openings, in-school jobs can be created or the schools can subcontract with employers for certain kinds of work. Federally financed job creation may be necessary.

Cooperative education, although greatly expanded, had only 290,000 participants in 1970, a small fraction of all vocational education students. A desirable goal for cooperative education might be 50 percent of all high school vocational and general curriculum students. To open up jobs, nonprofit and public employers as well as private businesses should be canvassed. Child labor law revisions, the cooperation of trade unions, and massive job creation are required to implement a large-scale program.

As for the vocational student body, consideration must be given to the growing number of vocational students who enter college. These students might find it easier if their high school studies were more heavily academic, or at least remedial in basic language and math skills. The idea of teaching high school academic subjects through vocational courses should be widely tested.

The least able students in vocational courses tend to enter unskilled or semiskilled jobs and might profit from greater emphasis on basic communication skills and work attitudes. Also, they should be diverted from specific skills courses into cooperative education or work-study programs.

Traditional vocational education, reorganized in cluster courses, should permit direct entry into employment above the unskilled or semiskilled levels. Nationally, office and business programs appear to be particularly suitable at the high school level, but several other fields, such as dental assistant or technician, also warrant expansion. Total enrollments should roughly match the number of local job opportunities, taking account of all sources of labor and the dropout rates of vocational students. □

The American Association of Community and Junior Colleges (AACJC) is a national professional organization serving community and junior colleges and technical institutes. AACJC's mission is to provide an organization for national leadership of community-based, performance-oriented postsecondary education.

The Association represents

- approximately 900 institutions both publicly- and privately-supported.
- a student enrollment of more than 3,500,000.
- one or more institutions in 430 congressional districts.

For additional information contact:

Dr. John E. Tirrell, vice president for governmental affairs
Ms. Claire Olson, associate director
Office of Governmental Affairs

American Association of Community and Junior Colleges
Suite 410
One Dupont Circle, N.W.
Washington, D.C. 20036
(202) 293-7050

Tab U

SUPPLEMENTAL STATEMENT BY THE AMERICAN ASSOCIATION OF WOMEN IN COMMUNITY AND JUNIOR COLLEGES, An Affiliate of AACJC

This statement is offered as a supplement to the testimony of the American Association of Community and Junior Colleges, for we fully subscribe to the principles therein outlined. As community college educators we are well aware of the important job our colleges are doing in occupational education for our students, part time, full time, young, and adult. In this statement we hope to encourage the Congress to recognize that the needs of women are not fully served by the American vocational education system, as numerous studies and our own direct experience show. Therefore, just as it remains necessary to provide setasides for the disadvantaged and the handicapped in the Vocational Education Act in order to ensure that their needs will receive an adequate program focus, we believe that it has become appropriate for the law to suggest some ways in which vocational education opportunity should be targeted for women.

As the Project Baseline Supplementary Report on "Women in Vocational Education"* indicates, the higher the level and/or the greater the pay potential of the job, the lower is the participation of women. Historically and continuously, there are certain occupations (homemaking, health and office occupations) supported by the Vocational Education Act which are uniquely female, while most of the rest are distinctly not. In vocational education there seems to be very little middle ground. And of course, the occupations which are uniquely female tend to be those which are uniquely lower paid than other occupations.

In large part this situation is the result of tradition and attitude and we would like to suggest several specific methods of consciousness-raising in vocational education which will help highlight the existing situation, and encourage needed changes.

Data. The Office of Education should collect and publish data on female and minority participation in vocational education. We understand that this is planned and hope that the plans go forward without delay. Without data available on a regular basis it is difficult either to analyze current programs or follow patterns of change.

Guidance and Counseling. More work is needed with the counselors themselves, with tests given to students, as well as with female students at all educational levels to help with unbiased career planning and positive self image.

Advisory Councils. In order to give a public focus on barriers to female participation and on success in improving female access to vocational and occupational education, it would be very helpful if the National and State Advisory Councils on Vocational Education were required to make an annual survey of female participation in vocational education. If Local Coordinating Committees are adopted as well, these committees could also be required to survey the situation locally.

Incorporation into State Planning. State plan requirements should include assurances that the state plan has given due consideration to the development of vocational education opportunities for women -- see, for example, the suggested Section 127 in S. 939, where assurances of this nature are required with regard to the disadvantaged, handicapped, older persons, etc.

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*October 30, 1974, Project Baseline, Northern Arizona University, Flagstaff, Arizona. Prepared by Marilyn Steele, Charles Stewart Mott Foundation, Flint, Michigan.

Research and Demonstration; Improvement of Vocational and Occupational Education. Research and demonstration projects related to vocational education for women should be authorized and encouraged. Also, the suggested Section 136 in S. 939 which authorizes funds for "improvement of vocational and occupational education" should include an awareness of the special problems of women, by including them specifically among the target groups mentioned in Section 136(a)(2).

##########

We would hope that actions such as these, which are permissive and attention-getting rather than mandatory, would help to expand women's options in vocational and occupational education. These specific actions are suggested only as possibilities; others may actually find their way into law. Our main point is that some Congressional recognition of a problem needing attention is both timely and essential.

Tab V

AN ANALYSIS OF AREA VOCATIONAL SCHOOLS IN 1974 - 1975*

This 61 page Directory gives the details of area vocational schools in each state for fiscal year 1975. In addition, the growth over the last three years is shown on Attachment 1 from the Directory.

1) The growth in the last three years has been from 1889 in FY '72 to 2452 in FY '75, or 563 in number, or 23%.
2) There were four states with more than 100 area vocational schools in FY '72 (California, Ohio, Texas and Virginia).
3) Two states expanded to over 100 in the three years -- Alabama from 50 to 101, and Washington from 31 to 161!
4) Virginia declined from 161 in FY '72 to 105 in the three years.

Attachment 2 shows the breakdown by state of the secondary, postsecondary and adult area vocational schools. The following can be found in Attachments 2 and 3:

1) Five (5) states with no area secondary vocational schools (Idaho, Iowa, Minnesota, North Carolina and Wisconsin).
2) Four (4) states with no area adult vocational schools (Indiana, Michigan, Oregon and Virginia).
3) Two (2) states with no area postsecondary schools (New York and Vermont).
4) Eighteen (18) states have all -- or almost all -- postsecondary done by community colleges -- 324 schools.
5) Ten (10) states have no postsecondary done by community colleges -- 175 schools.
6) Six (6) states make heavy use of community colleges for postsecondary -- 202 schools.
7) Fifteen (15) states make limited use of community colleges for postsecondary -- 417 schools.
8) Thus #4 and #6, 24 states with 526 schools, have most or make heavy use of community colleges for postsecondary -- 46.5%.
9) In #5 and #7, 25 states with 592 schools, have none or very little postsecondary in community colleges -- 51.7%.

In Attachment 3, each state is placed in the categories outlined above with the postsecondary enrollment in each.

1) It can be noted that the 24 states with only 46.5% of the postsecondary area vocational schools that make heavy use of community colleges enroll 65% of the postsecondary students.
2) Conversely, the 25 states with 51.7% of the area postsecondary vocational schools that make little or no use of community colleges only enroll 34% of the postsecondary students.

Thus, it would appear from this evidence that the greater use of community colleges increases the number of individuals receiving postsecondary occupational training.

*Directory Area Vocational Education Schools - FY '75: USOE-BOAE

JET/March 1975

ATTACHMENT 1

NUMBER OF AREA VOCATIONAL EDUCATION SCHOOLS BY STATE FOR SELECTED YEARS

State	1972	1973	1975	State	1972	1973	1975
TOTALS	1889	2148	2452				
Alabama	50	83	101	Nevada	6	5	17
Alaska	9	9	9	New Hampshire	24	31	34
Arizona	14	14	14	New Jersey	35	37	34
Arkansas	19	22	35	New Mexico	8	8	9
California	105	118	124	New York	70	71	72
Colorado	13	12	15	North Carolina	52	56	57
Connecticut	19	19	20	North Dakota	6	6	6
Delaware	5	6	10	Ohio	126	130	132
Dist. of Col.	6	6	7	Oklahoma	17	24	26
Florida	31	34	78	Oregon	18	18	18
Georgia	42	21	120	Pennsylvania	62	89	92
Hawaii	16	17	21	Rhode Island	8	8	8
Idaho	6	6	6	South Carolina	45	50	51
Illinois	47	49	55	South Dakota	6	6	6
Indiana	30	37	43	Tennessee	31	49	48
Iowa	25	25	25	Texas	127	132	132
Kansas	14	14	14	Utah	12	12	14
Kentucky	57	62	82	Vermont	15	15	15
Louisiana	32	31	31	Virginia	161	105	105
Maine	21	20	21	Washington	31	125	161
Maryland	81	88	88	West Virginia	37	39	56
Massachusetts	66	80	87	Wisconsin	37	38	38
Michigan	61	71	77	Wyoming	7	7	7
Minnesota	32	49	50	American Samoa	1	1	1
Mississippi	56	55	68	Guam	1	1	1
Missouri	55	53	53	Puerto Rico	16	16	16
Montana	5	5	5	Trust Territory	1	1	1
Nebraska	10	10	14	Virgin Islands	2	2	2

ATTACHMENT 2: Area Vocational Schools by State and Level -- 1974 - 1975

State	Secondary	Postsecondary	Adult	Schools Total*
Alabama	63	40	101	101
Alaska	6	2	1	9
Arizona	3	11	14	14
Arkansas	8	27	35	35
California	21	97	21	124
Colorado	15	15	15	15
Connecticut	16	15	19	20
Delaware	6	4	10	10
D. C.	6	4	6	7
Florida	69	35	33	78
Georgia	94	26	26	120
Hawaii	15	6	6	21
Idaho	0	6	6	6
Illinois	30	25	55	55
Indiana	33	10	0	43
Iowa	0	25	25	25
Kansas	14	14	14	14
Kentucky	60	23	23	82
Louisiana	21	31	31	31
Maine	16	7	19	21
Maryland	74	14	42	88
Massachusetts	70	44	75	87
Michigan	40	37	0	77
Minnesota	0	50	11	50
Mississippi	52	25	65	68
Missouri	51	27	45	53
Montana	5	5	5	5
Nebraska	2	7	9	14
Nevada	12	5	3	17
New Hampshire	25	9	15	34
New Jersey	34	20	29	34
New Mexico	6	9	9	9
New York	72	0	66	72
North Carolina	0	57	57	57
North Dakota	2	3	5	6
Ohio	106	42	97	132
Oklahoma	25	20	26	26
Oregon	4	14	0	18
Pennsylvania	91	33	64	92
Rhode Island	7	1	8	8
South Carolina	37	34	49	51
South Dakota	5	6	6	6
Tennessee	17	39	43	48
Texas	110	42	84	152
Utah	10	13	14	14
Vermont	15	0	15	15
Virginia	81	24	0	105
Washington	161	32	32	161
West Virginia	42	41	56	56
Wisconsin	0	38	38	38
Wyoming	5	7	7	7
Others	20	13	19	21
Totals	1677	1134	1352	2452

*Since one institution is often two or more, totals are not direct addition of three.

ATTACHMENT 3. Breakdown by States with Enrollments and Use of Community Colleges in Postsecondary Area Vocational Schools

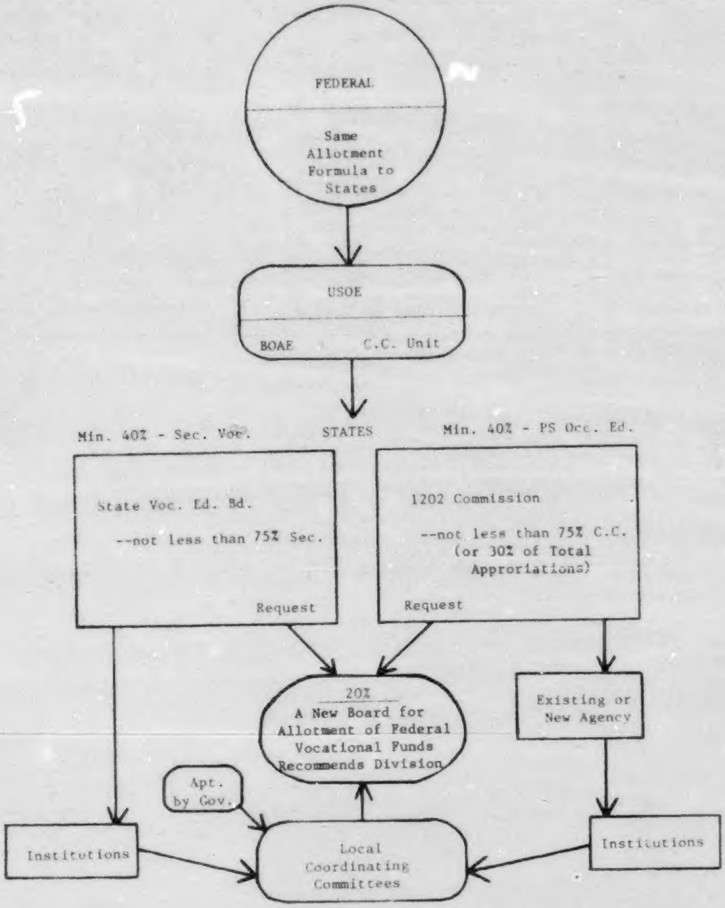
States - Total Enrollment 2,404,341

All PS in CC	#	Enrol.	No PSE in CC	#	Enrol.	Heavy PS in CC	#	Enrol.	Light PS in CC	#	Enrol.	No PS in CC	#	Enrol
Alaska	2	5,693	New York	0	102,772	Iowa	25	110,714	Alabama	40	25,525	D. C.	4	89
Arizona	11	5,693	Vermont	0	446	Nevada	5	4,250	Arkansas	27	16,675	Georgia	26	117,57
Delaware	4	1,304				New Hampshire	9	7,725	Colorado	15	30,602	Kentucky	23	12,90
Hawaii	6	11,604				S. Carolina	34	8,850	Connecticut	15	17,858	Louisiana	31	50,43
Illinois	25	79,385				Washington	32	143,110	Florida	35	265,262	Maine	7	2,25
Indiana	10	8,073				California	97	512,601	Idaho	6	9,029	Montana	5	5,32
Maryland	13	19,170							Kansas	140	22,714	New Jersey	20	21,14
Michigan	30	133,341							Massachusetts	44	16,998	Oklahoma	20	8,17
Mississippi	24	36,001							Minnesota	50	24,239	Penn.	33	31,86
Nebraska	6	18,072							Missouri	27	7,672	S. Dakota	6	9,21
N. Carolina	57	54,650							New Mexico	9	5,055			
N. Dakota	3	6,910							Ohio	42	22,537			
Oregon	14	25,561							Tennessee	39	42,795			
Rhode Island	1	1,683							Utah	13	14,873			
Texas	42	147,386							W. Virginia	41	2,566			
Virginia	24	21,987												
Wisconsin	38	171,344												
Wyoming	7	1,800												
18 States	324	739,657	2 States	0	103,218	6 States	202	787,250	15 States	417	524,400	10 States	175	267,77
30.8% (% of Total Enrollment)			4.2%			32.7%			21.8%			11.1%		

All and Heavy PS in CC's -- 24 States -- 64% of PS Enrollment

Light and No PS in CC's -- 25 States -- 33% of PS Enrollment

AACJC VOCATIONAL EDUCATION BILL HR 3036 - S 939


FEDERAL
Same Allotment Formula to States
USOE
BOAE
C.C. Unit
STATES
Min. 40% - Sec. Voc.
Min. 40% - PS Occ. Ed.
State Voc. Ed. Bd.
--not less than 75% Sec.
Request
1202 Commission
--not less than 75% C.C. (or 30% of Total Approriations)
Request
20%
A New Board for Allotment of Federal Vocational Funds Recommends Division
Existing or New Agency
Apt. by Gov.
Institutions
Local Coordinating Committees
Institutions

(over for list of co-sponsors)

SPONSORS AND CO-SPONSORS OF AACJC VOCATIONAL EDUCATION BILLS

H. R. 3036	Carl D. Perkins (D - Kentucky)	S. 939	Claiborne Pell (D - R. I.)
	Albert H. Quie (R - Minnesota)		J. Glenn Beall, Jr. (R - Md.
	John H. Dent (D - Pennsylvania)		
	Alphonzo Bell (R - California)		
	John Brademas (D - Indiana)		
	Marvin L. Esch (R - Michigan)		
	James G. O'Hara (D - Michigan)		
	Ronald A. Sarasin (R - Connecticut)		
	William D. Ford (D - Michigan)		
	John H. Buchanan, Jr. (R - Alabama)		
	Patsy D. Mink (D - Hawaii)		
	James M. Jeffords (R - Vermont)		
	Lloyd Meeds (D - Washington)		
	Larry Pressler (R - South Dakota)		
	Phillip Burton (D - California)		
	William L. Clay (D - Missouri)		
	Michael T. Blouin (D - Iowa)		
	Robert J. Cornell (D - Wisconsin)		
	Paul Simon (D - Illinois)		
	Tim L. Hall (D - Illinois)		
H. R. 3269	Frank Thompson, Jr. (D - New Jersey)		
	Dominick V. Daniels (D - New Jersey)		
	Parren J. Mitchell (D - Maryland)		
	Leonor K. Sullivan (D - Missouri)		
	Tom Railsback (R - Illinois)		
	Peter Rodino, Jr. (D - New Jersey)		
	James H. Scheuer (D - New York)		
	Alvin J. Baldus (D - Wisconsin)		
	Robert F. Drinan (D - Massachusetts)		
	William C. Wampler (R - Virginia)		
	Charles J. Carney (D - Ohio)		
	David W. Evans (D - Indiana)		
	Alan Steelman (R - Texas)		
	Daniel J. Flood (D - Pennsylvania)		
	Charles H. Wilson (D - California)		
	Charles B. Rangel (D - Liberal - New York)		
	Carroll Hubbard, Jr. (D - Kentucky)		
	Harley O. Staggers (D - West Virginia)		
	Abraham Kazen, Jr. (D - Texas)		
	Lionel Van Deerlin (D - California)		
	John B. Breckinridge (D - Kentucky)		
H. R. 3991	Bob Wilson (R - California)		
	Leo J. Ryan (D - California)		
	Spark Matsunaga (D - Hawaii)		
	Herbert E. Harris II (D - Virginia)		
	Leo C. Zeferetti (D - Conservative - New York)		
	Corrine Boggs (D - Louisiana)		
	Edward R. Roybal (D - California)		
	Charles Thone (R - Nebraska)		
	Wright Patman (D - Texas)		
H. R. 1953	George M. O'Brien (R - Illinois)		
H. R. 1862	Albert W. Johnson (R - Pennsylvania)		
H. R. 3473	Claude D. Pepper (D - Florida)		
H. R. 3708	William V. Alexander, Jr. (D - Arkansas)		

Tab X-Page 7 from USOE-BOAE Report for Fiscal Year 1973 Showing Two Different Total Federal Expenditures for Postsecondary Program

TOTAL EXPENDITURES FOR VOCATIONAL EDUCATION, BY LEVEL AND BY TARGET GROUP, ALL PROGRAMS
FISCAL YEAR 1973
(IN 000's)

Level	Source of Funds			Target Group			
	Total	Federal	State/ Local	Total	Regular	Disadvan-taged	Handi-capped
Grand Total	$3,033,662	$482,262	$2,551,400	$3,033,662	$2,627,453	$312,135	$94,074
Secondary	1,998,732	310,292	1,688,440	1,998,732	1,682,690	239,425	76,617
Postsecondary	843,402	$\boxed{130,597}$	712,805	843,402	787,048	43,725	12,629
Adult	191,52o	41,373	150,155	191,528	157,715	28,985	4,828
Disadvantaged	316,757	113,253	203,504				
Handicapped	94,624	44,921	49,703				

TOTAL VOCATIONAL EDUCATION EXPENDITURES AND ENROLLMENT BY TYPE OF POSTSECONDARY INSTITUTION
FISCAL YEAR 1973

	Expenditures 1/			Enrollment 2/	
	Total	Federal	State/Local		
Grand Total	$927,346,619	$\boxed{.40,992,891}$	$786,353,728	2,404,341	
Community Colleges	494,282,812	63.418.926	430,863,886	1,520,670 –	+%
Technical Institutes	197,054,464	22,368,409	174,686,055	253,886 –	+%
Vocational Technical, Other	236,009,343	55,205,556	180,803,787	629,785 –	+%

1/ No report - District of Columbia
2/ No reports - District of Columbia, Hawaii, North Carolina, and Pennsylvania

A TWO YEAR COMPREHENSIVE
PUBLIC COMMUNITY COLLEGE
FOUNDED IN 1924

May 26, 1975

The Honorable Claiborne Pell
United States Senate
Senate Office Building
Washington, D.C. 20210

Dear Senator Pell:

The proposed Postsecondary Vocational Education Act of 1975 is most important because of its six major provisions as follows:

1. That States have the option to distribute funds through a separate community college unit for postsecondary institutions. (We have been advocating this position since 1968.)
2. That a State's occupational plan would be written by the State Commission on postsecondary education formed under authority of section 1202. (We now have this in Texas.)
3. That 75% of the 40% of total State vocational funds allocated to postsecondary programs must be used for programs in community colleges.
4. That the State Advisory Councils on vocational education be broadened to more specifically represent postsecondary education interests.
5. That vocational programs and CETA programs must be coordinated in each locality of a state. (By not doing this, much money and effort are now being lost and wasted.)
6. That research/training, exemplary programs, and curriculum development appropriations be consolidated to give greater support to assisting the unemployed learn a new vocation. (This is the manner in which we are trying to spend this money at this institution and we find it almost impossible because of different provisions at the national level.)

PARIS JUNIOR COLLEGE
Paris, Texas 75460
AN EQUAL OPPORTUNITY INSTITUTION

Your support and hard work in assisting with the passage of this important legislation would be greatly appreciated. In our opinion, the Act would help to establish the kind of technical-vocational training program needed at the grass roots level. Thank you for your consideration and cooperation.

Sincerely yours,

Louis B Williams

Louis B. Williams
President

LBW:kn

Same letter sent to Senators
Tower and Bentsen —
LBW

Cuyahoga Community College

TRICT OFFICE 700 CARNEGIE AVENUE
CLEVELAND, OHIO 44115 (216) 241-5966

OFFICE OF THE PRESIDENT

April 25, 1975

Hon. Claiborne H. Pell
325 Russell Office Building
Washington, D. C. 20510

Dear Representative Pell:

Cuyahoga Community College is deeply concerned about the upcoming legislation for Vocational Education. We in the urban areas are deeply concerned about the unemployed citizens of our cities, and lack of skills is one of the primary reasons for unemployment. We feel that the Vocational Education Act of 1968 as Amended offered inadequate support to the post-secondary institutions of our nation, which are responsible for developing the talents and resources of Americans of all age levels.

Cuyahoga Community College is in general concurrence with the American Association of Community and Junior Colleges in its support of H.R. 3036 and S. 939. These bills would allow the distribution of funds for vocational education at the state level to be channeled through a separate community college unit which would recommend allotments to post-secondary institutions. Currently, the standards set by our State Department of Education in the Vocational Education Division are directed toward secondary schools and do not allow for flexibility in the training of adults in vocational programs. In the State of Ohio, less than the 15% has been allotted to post-secondary institutions in the past, and we have had a great deal of difficulty securing approval of vocational programs for reimbursement of funds. Necessary space and equipment requirements prevent us from training individuals in priority need areas. Frequently our students are involved in external clinical and cooperative programs in which they are exposed to all types of working situations and have adequate opportunities to utilize their skills beyond the walls of the institutions.

In addition, we are prevented from obtaining any research funds under part C of the present Act through the State Division of Vocational Education because we do not have approved programs. These monies have been arbitrarily allotted and earmarked for secondary school districts and special projects for the State Division itself carried on within local school districts. Guidelines and priorities are never announced to post-secondary educational units, and the only way that we can obtain any research funding for projections of employment needs or follow-up studies of graduates relating to improvement of programs is to apply directly to the Office of Education for external funds, which are limited on a nationwide basis.

While we support the distribution component of S. 939 - H.R. 3036, we are aware of the advantages to us of having research funds distributed with multi-year grants. The AACJC recommended legislation has not addressed itself to this facet of research and development; however, we feel that single year grants do not allow for adequate follow-up in projection studies, in addition to evaluation of particular occupational programs in regional areas. We recommend that research and development efforts not be hampered by approval of the State Division of Vocational Education as a condition for receiving funding. In discretionary funding received directly from the Commissioner, it would be advisable to have only an informational copy of proposals forwarded to the State Offices.

We would hope that this legislation may be brought to the floor of the House for a vote during the first session of the 94th Congress, and preferably prior to the expiration of the Act on June 30th so that a continuation of the present legislation, which would deny us access to adequate funding for another fiscal year, is unnecessary.

Sincerely,

Nolen M. Ellison
President

NME/dh

SCHOOL DISTRICT OF THE CITY OF FERNDALE

JOHN W. DZYACKY
Principal

FERNDALE HIGH SCHOOL

MICHIGAN

FRED L. WAGNER
NICHOLAS D. CANNICI
THEODORE E. MEISTER
Assistant Principals

TELEPHONE: LINCOLN 8-8800

April 16, 1975

The Honorable Claiborne Pell
Senate Office Building
Washington, D.C. 20510

Dear Senator Pell

I am writing this letter to you because of my concern with several pieces of legislation that you will be considering in the next few months. These are the "Vocational Education Amendments of 1975," which consist of two bills--one prepared by the American Vocational Association and the other written by the American Association of Community and Junior Colleges.

In general, the proposed legislation to change the Federal Vocational Education Act of 1963 has merit. The most serious exception to this is that the proposals do not provide categorical funding for in-service and pre-service teacher education. When everything is considered, I am sure you will believe, as I do, that in education, the most important factor is a highly motivated and knowledgeable teacher who can motivate students to learn. At the grass roots level, where I work, there is a significant lack of vocational in-service and pre-service programs offered through our colleges and universities. One has only to look at recent college catalogues to see that this is true. The primary reason for this lack is that the institutions of higher learning are just not receiving the amount of vocational funds necessary to operate vocational programs, which are more costly to run than most other college programs.

The techniques, equipment, and materials of American Industry are changing rapidly, as is indicated by the accelerated depreciation allowances that our tax laws permit for business firms. In our highly technological society, it is important that the teachers who received their training in the past keep up to date. The only way this can be done is through in-service programs. Also, many school districts are employing individuals who come directly from industry by giving them "Special Vocational Certification." Many of these individuals possess the technical skills, but lack the teaching skills. This situation can be remedied through pre-service programs.

At a time when we are stressing competency-based instruction, it is absolutely necessary that we support pre-service and in-service education; yet, when the states award vocational funds, the colleges and universities find themselves at the end of the line. We must improve the education of our students by improving the quality of our teachers.

If we are sincerely interested in improving vocational education programs, we must accept the fact that pre-service and particularly in-service teacher education can do much to improve the education our students receive. I feel that the only way we can insure that our nation's colleges and universities have access to vocational funds is through categorical funding for teacher education, which I hope you will consider and support. I hope to hear from you regarding this in the near future.

Sincerely yours,

Robert May

Robert W. May
Secondary Vocational Education Teacher

RWM/mar

The Commonwealth of Massachusetts
Middlesex Community College
Springs Road Bedford, Massachusetts 01730
Tel 617/275-8910

November 19, 1974

The Honorable Edward W. Brooke
421 Old Senate Office Building
Washington, D.C. 20510

Dear Senator Brooke:

HR 17305 (known, I am told, at the American Association of Community and Junior College Bill) is designed to amend the Vocational Education Act of 1963. It is a good bill.

Nevertheless, I firmly believe that older Americans should be more specifically included in the Bill. I have, therefore, taken the liberty of adding some language to the Bill and enlcosed a copy.

Please see pages 5, 13, 14, 23, 24, 25 and 27.

I hope that you will bend every effort to see that these suggestions are included in this already fine bill.

Cordially yours,

F B Viaux

Frederic B. Viaux
Associate Dean

FBV:EK
Enclosure

93D CONGRESS
2D SESSION

H. R. 17305

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 11, 1974

Mr. PERKINS (for himself and Mr. QUIE) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To amend the Vocational Education Act of 1963 to improve the administration of postsecondary vocational education programs, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Postsecondary Vocational Education Act of 1975".

ESTABLISHMENT OF SEPARATE ALLOTMENTS FOR VOCATIONAL EDUCATION AND OCCUPATIONAL EDUCATION

SEC. 2. (a) Part A of the Vocational Education Act of 1963 (hereinafter referred to as "the Act") is amended by adding at the end thereof the following new sections:

I

"DIVISION OF FUNDS BETWEEN VOCATIONAL AND OCCUPATIONAL EDUCATION

"SEC. 110. (a) Each State's allotment for a fiscal year under section 103 (a) (2) shall be divided into two parts. One part of such allotment may be used only for grants under subpart 1 of part B, and the other may be used only for grants under subpart 2 of part B. The part to be used for grants under subpart 1 shall be known as the State's vocational education allotment for that year, and the part to be used for grants under subpart 2 shall be known as the State's occupational education allotment for that year.

"(b) A State's vocational education allotment and the State's occupational education allotment shall each be equal to the sum of (1) 40 per centum of the amount allotted to the State under section 103 (a) (2), plus (2) so much of the remainder of such allotment as the State advisory council determines (and certifies to the Commissioner) shall be a part of each of such allotments.

"REVIEW OF APPLICATIONS

"SEC. 111. For purposes of section 425 of the General Education Provisions Act, an agency referred to in section 127 (a) (2), shall be considered to be a State educational agency.".

OCCUPATIONAL EDUCATION

SEC. 3. (a) Part B of the Act is amended by adding at the end thereof the following:

"Subpart 2—Occupational Education Programs

"AUTHORIZATION OF GRANTS

"SEC. 125. From the occupational education allotment of a State for each fiscal year, the Commission is authorized to make grants to States to assist them in conducting occupational education programs.

"USES OF FEDERAL FUNDS

"SEC. 126. (a) Funds granted a State under this subpart may be used for—

"(1) the provision of occupational education, and

"(2) ancillary services and activities to assure quality in all occupational education programs, such as program evaluation, special demonstration and experimental programs, development of instructional materials, and improved, State leadership, including periodic evaluation.

"(b) Of a State's occupational education allotment for a fiscal year, 30 per centum may be used only for programs and activities carried out by community colleges. A State's occupational education allotment may not be used for programs of area secondary vocational education.

"STATE PLANS

"SEC. 127. (a) Any State desiring to receive the amount of its occupational education allotment for a fiscal year under this subpart shall submit a State plan for occupational education at such time, in such detail, and containing such information as the Commissioner may prescribe. The Commissioner shall approve the State plan if he determines that the plan submitted for that year—

"(1) has been prepared by the State Commission established pursuant to section 1202 of the Higher Education Act of 1965 (or, if no such Commission has been established, by such State agency as the Commissioner may designate) in consultation with the State advisory council for that State,

"(2) designates or provides for the establishment of a State agency (which may be the State board if the Commissioner determines the State board and its staff have adequate representation of persons having experience and expertise in the field of occupational education) to have sole responsibility for fiscal management and for administration of the program provided for in the plan,

"(3) provides that funds granted the State will be used only for purposes set forth in section 126, "(4) sets forth the criteria to be utilized in allocating Federal and State funds used for occupational education among the institutions in the State providing such services, which criteria shall assure that—

"(A) due consideration will be given to evaluation of occupational education programs, services, and activities in light of information regarding current and projected manpower needs and occupational opportunities, particularly new and emerging needs and opportunities on the local, State, and national levels,

"(B) due consideration will be given to the relative occupational needs of all groups in the State, particularly persons with academic, socioeconomic, mental, language, and physical handicaps including older Americans that prevent them from succeeding in regular occupational education programs,

"(C) due consideration will be given to the extent to which a program for which funds are requested is consistent with the occupational education aspects of the strategy proposed by the local coordinating committee under section 109,

"(5) provides for entering into cooperative arrangements for the benefit of individuals participating or preparing to participate in occupational education programs similar to those required under paragraphs (8) and (9) of section 123 (a) for vocational education programs,

"(6) provides for compliance with the requirements with respect to the use of funds set forth in section 126 (b),

"(7) provides that the aggregate expenditures under the plan for a fiscal year for administration of the plan and for guidance, counseling, and placement services may not exceed 20 per centum of the State's occupational education allotment for that year.

"(b) The Commissioner shall not approve a State plan under this section until he has made specific findings as to the compliance of such plan with the requirements of this subpart after considering the recommendations of the State board. The Commissioner shall submit to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives a copy of the specific findings required by this subsection. Section 421 of the General Education Provisions Act shall not be deemed to authorize the delegation of his functions under the preceding sentence. The Commissioner shall not finally disapprove any State plan, or any modification thereof, without first affording the State agency referred to in paragraph (2) of subsection (a) of this section due notice and an opportunity for a hearing.

"PAYMENTS TO STATES

"SEC. 128. (a) The Commissioner shall pay, from the State's occupational education allotment for a fiscal year, an amount equal to 50 per centum of the total expenditures made in carrying out the State's plan as approved under section 127.".

AMENDMENTS OF NATIONAL AND STATE ADVISORY COMMITTEE PROVISIONS

SEC. 4. (a) Paragraph (1) of section 104(a) of the Act is amended (1) by striking out "National Advisory Council on Vocational Education" and inserting in lieu thereof "National Advisory Council on Vocational and Occupational Education", and (2) by inserting after "programs" in clause (C) the following: "and occupational educational programs".

(b) Paragraph (2) of such section is amended by inserting after "vocational education programs" each time it appears the following: "and occupational education programs".

(c) Paragraph (4) of such section is amended by striking out "five" and inserting in lieu thereof "————".

(d) Paragraph (5) of such section is amended (1) by striking out "vocational education programs" and inserting "vocational and occupational education programs", (2) by inserting after "junior colleges," the following: "community colleges,", and (3) by inserting "vocational" after "area".

(e) Section 104(b)(1) of the Act is amended by striking out "or, in the case of States in which the members of the State board are elected (including election by the State legislature), by such Board".

(f)(1) Subparagraph (A) of section 104(b)(1) of the Act is amended by redesignating clauses (iii) through (ix) as clauses (v) through (xi), respectively, and by striking out clause (ii) and inserting in lieu thereof the following clauses:

"(ii) representative of community and junior colleges,

"(iii) representative of institutions of higher education (other than junior or community colleges), area vocational schools, technical institutes, and other postsecondary or adult education agencies or institutions, which may provide programs of vocational, occupational, or technical education and training,

"(iv) familiar with the vocational and occupational education programs of junior and community colleges, but not concerned with the administration of such programs,".

(2) Clause (viii) of such subparagraph (as so redesignated) is amended by striking out ", including a person

or persons from the Comprehensive Area Manpower Planning System of the State".

(g) Subparagraph (B) of section 104(b)(1) of the Act is amended by striking out "part B of this title" and inserting "section 123 and the State plan submitted pursuant to section 127".

(h) Subparagraphs (C) and (D) of such section are each amended by inserting "and occupational" after "vocational" and by further amending subparagraph (D) by inserting after "section 123(a)" the following: ", or in the State plan provided for in section 127".

LOCAL COORDINATING COMMITTEES

SEC. 5. (a) Part A of the Act is amended by adding immediately after section 108 the following new section:

"LOCAL COORDINATING COMMITTEES

"SEC. 109. (a) Each State shall establish a local coordinating committee for each locality in the State. Members of such committees shall be appointed by the Governor of the State. The geographical area to be included in each locality shall be designated by the Governor in accordance with criteria prescribed by the Commissioner. Such criteria shall recognize the desirability of having, where feasible, a locality so designated be coextensive with the area served by a price sponsor designated under the Comprehensive Employment and Training Act of 1973. No Federal funds may be expended for a program under this title or under the Comprehensive Employment and Training Act of 1973 in any locality for which a local coordinating committee has not been appointed as provided in this section.

"(b) Each local coordinating committee shall include in its membership a broad representation of interests in the locality concerned with occupational education, vocational education, and manpower programs in the locality. The membership of each such committee must include members representative of—

"(1) local educational agencies,

"(2) vocational schools,

"(3) community and junior colleges,

"(4) planning councils designated under the Comprehensive Employment and Training Act of 1973,

"(5) business and industry (including agriculture),

"(6) labor organizations,

"(7) local political subdivisions,

"(8) the employment service,

"(9) agencies and organizations having special concerns with persons with special needs, such as the handicapped, the disadvantaged, the aged, persons of limited English-speaking ability, and minorities, and

"(10) the general public.

"(c) Each local coordinating committee shall make a continuing study of the needs in its locality for vocational education, occupational education, and manpower training programs. On the basis of the information derived from such study, the local coordinating committee shall develop and propose a strategy which will present a coherent, integrated, and comprehensive set of vocational education, occupational education, and manpower training programs designed to meet such needs. The written formulation of such strategy shall be transmitted to the State board, to the State agency designated under section 127(a)(2), to the State advisory council, and to each planning council affected, and to any affected Manpower Services Council.".

(b) Section 103(a)(1) of the Act is amended by inserting after "advisory councils" the following: "and local coordinating committees".

(c) Section 104 of the Comprehensive Employment and Training Act of 1973 is amended by inserting after the first sentence thereof the following new sentence: "At least one member of each local coordinating committee established under section 109 of the Vocational Education Act of 1963 serving all or part of the area served by the council shall be appointed to the council.".

AMENDMENT OF DECLARATION OF PURPOSE

SEC. 6. Section 101 of the Act is amended by inserting "and occupational" after "vocational" each time it appears.

AMENDMENTS OF DEFINITIONS

SEC. 7. (a) Paragraph (1) of section 108 of the Act is amended by inserting after "incident thereto" the following: "at the elementary or secondary education level".

(b) Paragraph (2) of such section is amended—

(1) by inserting "(A)" after "(2)",

(2) by inserting "or occupational" after "vocational" in clause (C), and by striking out "vocational" in clause (D) and inserting "occupational" in lieu thereof,

(3) by redesignating clauses (A), (B), (C), and (D) (and cross references thereto) as clauses (i), (ii), (iii), and (iv), respectively, and

(4) by adding at the end thereof the following new subparagraph:

"(B) The term 'area secondary vocational education school' means an area vocational education school, a majority of whose students are seventeen years of age or younger.

"(C) The term 'area postsecondary vocational education school' means an area vocational education school, a majority of whose students are eighteen years of age or older.".

(c) Section 108 of the Act is further amended by adding at the end thereof the following:

"(16) The term 'occupational education' means education, training, or retraining (and including guidance, counseling, and placement services) for persons sixteen years of age or older including senior citizens who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a State, which is designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations (including new and emerging occupations), or to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional or which require a baccalaureate or advanced degree.

"(17) The term 'community college' means an educational institution in any State which—

"(A) is legally authorized within such State to provide a program of education beyond secondary education;

"(B) admits as regular students persons who are high school graduates or the equivalent, or at least eighteen years of age including senior citizens;

"(C) provides a two-year postsecondary educational program leading to an associate degree, and also provides programs of postsecondary vocational, technical, occupational, and specialized education;

"(D) is not a part or branch of an institution of higher education which grants a bachelor's degree or provides a four-year program of higher education;

"(E) is a public or other nonprofit institution;

"(F) is accredited as an institution by a nationally recognized accrediting agency or association, or if not so accredited—

"(i) is an institution that has obtained recognized preaccreditation status from a nationally recognized accrediting body, or

"(ii) is an institution that has obtained recognized preaccreditation status from a nationally recognized accrediting body, or on the same basis as if transferred from an institution so accredited.".

AMENDMENTS RELATING TO VOCATIONAL EDUCATION PROGRAMS

Sec. 8. (a) Part B of the Act is amended by inserting "and Occupational" after "Vocational" in the heading of the part, and by inserting immediately below the heading for the part a new heading as follows:

"Subpart 1—Vocational Education Programs".

(b) Section 121 of the Act is amended—

(1) by striking out "part" and inserting "subpart",

(2) by striking out "of all ages",

(3) by inserting after "individuals" the following: "eligible therefor".

(c) (1) Section 122(a) of the Act is amended by striking out clauses (2) and (3) and redesignating clauses (4) through (8) (and cross references thereto) as clauses (2) through (6), respectively.

(2) Paragraph (3) of such subsection (as so redesignated) is amended by inserting "secondary" after "area".

(3) Paragraph (1) of section 122(b) of the Act is amended by inserting before the period at the end thereof the following: "required by section 123".

(4) (A) Paragraphs (1) and (2) of section 122(c) of the Act are each amended by striking out "State's allot-

ment" and inserting in lieu thereof "State's vocational education allotment", and by striking out "allotment of such funds" and inserting in lieu thereof "vocational education allotment".

(B) Paragraph (3) of such section is amended by striking out "State's allotment" and inserting in lieu thereof "State's vocational education allotment".

(C) Paragraph (4) of such section is amended by inserting after "1969" the following: "which were expended for vocational education, as that term is amended by the Postsecondary Vocational Education Act of 1975".

(d) Section 122 of the Act is amended by adding at the end thereof the following:

"(d) Of a State's vocational education allotment for a fiscal year, 30 per centum may be used only for programs which are carried on by secondary schools other than area secondary vocational education schools.".

(e) Section 123 (a) of the Act is amended—

(1) by striking out "title" both times it appears in the matter preceding paragraph (1), in paragraph (4), and in paragraph (5), and inserting in lieu thereof "subpart",

(2) by striking out "of all population groups" where it appears in subparagraph (B) of paragraph (6),

(3) by amending clause (i) of subparagraph (F) of paragraph (6) to read as follows:

"(i) have been developed in consultation with the appropriate local coordinating committee,",

(4) by amending clause (iv) of such subparagraph (F) to read as follows:

"(iv) include a plan, developed in consultation with each planning council appointed under section 104 of the Comprehensive Employment and Training Act of 1973 to serve all or a portion of the school district of such agency, to meet the vocational education needs in the area or community served by such agency; and",

(5) by striking out "all persons" in paragraph (11) and inserting in lieu thereof "all eligible persons",

(6) by striking out clauses (12), (13), (14), and (17), and

(7) by striking out "title" in clause (18) and inserting in lieu thereof "subpart".

(f) Section 123(b) of the Act is amended by striking out "part" and inserting "subpart" and by adding at the end thereof the following new sentences: "Before approving a State plan under this section, the Commission shall consider any recommendations with respect thereto submitted by the community college unit in the Office of Education. The Commissioner shall submit to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives a copy of the specific findings required by this subsection and a statement of his satisfaction with such procedures. Section 421 of the General Education Provisions Act shall not be deemed to authorize the delegation of the Commissioner's functions under the preceding sentence.".

(g) Section 123 (c) of the Act is repealed, except that any proceeding which has been commenced under such subsection prior to the effective date of this Act may be carried through to completion under such subsection.

(h) Section 123 (d) of the Act is amended by striking out "title" and inserting "subpart", and by striking out "such final action or notice thereof" and inserting "after it has exhausted its administrative remedies under section 425 of the General Education Provisions Act".

(i) Section 124 of the Act is amended—

(1) by striking out "part" in subsection (a) and inserting "subpart",

(2) by striking out subsection (b), and

(3) by striking out "title" in subsection (c) and inserting "subpart".

LIMITATION ON USE OF FEDERAL FUNDS FOR ADMINISTRATIVE AND SUPPORT SERVICES

SEC. 9. Section 123 (a) of the Act is amended by adding at the end thereof the following new paragraph:

"(19) provides that the aggregate expenditures under the plan for a fiscal year for administration of the plan, for guidance and counseling, technical assistance, and the activities referred to in section 122 (a) (8) may not exceed 20 per centum of the State's vocational education allotment for that year.".

EXTENSION AND AMENDMENT OF AUTHORIZATION OF APPROPRIATIONS

SEC. 10. (a) Section 102 (b) of the Act is amended by striking out "1975" and inserting "————".

(b) Section 102 (d) of the Act is amended by inserting after "advisory councils" the following: "and local coordinating committees".

CONSOLIDATION OF PROGRAMS FOR RESEARCH AND TRAINING, EXEMPLARY PROGRAMS AND PROJECTS, AND CURRICULUM DEVELOPMENT

SEC. 11. (a) The Act is amended by striking out parts D and I, and by amending part C to read as follows:

"PART C—IMPROVEMENT OF VOCATIONAL AND OCCUPATIONAL EDUCATION

"Subpart I—General

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 131. There is authorized to be appropriated for carrying out this part the sum of $———— for the fiscal year ending June 30, 1976, and each of the ———— succeeding fiscal years.

"DIVISION OF FUNDS

"SEC. 132. Of the sums appropriated under section 131 for a fiscal year, 50 per centum shall be available to the Commissioner for grants and contracts under section 134, and 50 per centum shall be allotted to the States under section 133 for grants to State boards and to State agencies designated under section 127 (a) (2) for making grants and contracts under section 135.

"ALLOTMENT OF FUNDS

"SEC. 133. (a) From the sums available for grants to State boards as provided in section 132, the Commissioner shall reserve such amount, but not in excess of 3 per centum thereof, as he may determine and shall allot such amount among Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands according to their respective needs for assistance under this part.

"(b) From the remainder of such sums the Commissioner shall allot one-fourth of 1 per centum of such sums to each State (except for those provided for in subsection (a)), and he shall in addition allocate to each such State an amount which bears the same ratio to any residue of such remainder as the population aged fifteen to nineteen, both inclusive, in the State bears to the population of such ages in all such States.

"GRANTS AND CONTRACTS BY COMMISSIONER

"SEC. 134. (a) The Commissioner is authorized to use the funds made available to him under section 132 to make grants to and contracts with State boards, State agencies designated under section 127(a)(2), local educational agencies, institutions of higher education, and public and private agencies and institutions for programs described in subpart 2, except that grants may not be made to private agencies other than nonprofit private agencies.

"(b) Of the funds available to him under this part, the Commissioner shall allocate 50 per centum thereof for administration through the Deputy Commissioner of the Bureau of Occupational and Adult Education and the other 50 per centum thereof for administration through the community college unit in the Office of Education. Grants and contracts under this section shall be made pursuant to applications to which section 434(b)(3) of the General Education Provisions Act shall apply.

"GRANTS AND CONTRACTS BY STATE BOARDS AND AGENCIES

"SEC. 135. (a) Sums allotted to a State under section 133 may be used by the State board and the State agency designated under section 127 (a) (2) for making grants and contracts for programs described in subpart 2 in accordance with the State plan approved under section 123 or with the State plan approved under section 127, as the case may be.

"(b) The portion of a State's allotment under section 133 for a fiscal year which may be used by the State board, shall be an amount which bears the same ratio to such allotment as the vocational education allotment of that State for that fiscal year bears to the full amount of the State's allotment under section 103 (a) (2). The remainder of the State's allotment under section 133 may be used by the State agency designated under section 127 (a) (2).

"Subpart 2—Uses of Funds

"APPLIED RESEARCH

"SEC. 135. Funds appropriated to carry out this part may be used for:

"(1) research in vocational education and occupational education;

"(2) training programs designed to familiarize persons involved in vocational and occupational education with research findings and successful pilot and demonstration projects in vocational and occupational education;

"(3) experimental, developmental, and pilot programs and projects designed to test the effectiveness of research findings;

"(4) demonstration and dissemination projects;

"(5) the development of new vocational and occupational education curricula; and

"(6) projects in the development of new careers and occupations, such as—

"(A) research and experimental projects designed to identify new careers in such fields as mental and physical health, gerontology, crime prevention and correction, welfare, education, municipal services, child care, and recreation requiring less training than professional positions and to delineate within such careers roles with the potential for advancement from one level to another;

"(B) training and development projects designed to demonstrate improved methods of securing the involvement, cooperation, and commitment of both the public and private sectors toward the end of achieving greater coordination and more effective implementation of programs for the employment of persons in the fields described in subparagraph (A), including programs to prepare professionals (including administrators) to work effectively with aides; and

"(C) projects to evaluate the operation of programs for the training, development, and utilization of public service aides, particularly their effectiveness in providing satisfactory work experiences and in meeting public needs.

"(7) research and experimental projects designed to improve methods of integrating persons with special needs such as handicapped, the disadvantaged, the aged, persons of limited English-speaking ability, and minorities into the work force.

"IMPROVEMENT OF VOCATIONAL AND OCCUPATIONAL EDUCATION

"SEC. 136. (a) Funds appropriated to carry out this part may be used for—

"(1) planning and developing programs or projects such as those described in paragraph (2), and

"(2) establishing, operating, or evaluating programs or projects designed to create a bridge between school and earning a living for young people who are still in school or who have left school either by graduation or dropping out, adults including older Americans who are in programs of occupational preparation beyond high school, and adults including the elderly who are unemployed or who are underemployed, and to broaden occupational aspirations and opportunities of such persons, with special emphasis given to persons who have academic, socioeconomic, language, or other handicaps, including those associated with advancing age which programs or projects may, among others, include—

"(A) those designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;

"(B) programs or projects for students providing educational experiences through work during the school year or in the summer;

"(C) programs or projects for intensive occupational guidance and counseling during the last years of school and for initial job placement, and for adults including older Americans who are unemployed or underemployed;

"(D) programs or projects designed to broaden or improve vocational education curriculums;

"(E) exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this part, including manpower agencies and industry;

"(F) programs or projects for workers released from their jobs on a part-time basis for the purpose of increasing their educational attainment; and

"(G) programs or projects at the secondary level to motivate and provide preprofessional preparation for potential teachers for vocational education.

"(b) (1) A grant or contract for purposes described in this section may be made only if the Commissioner, in the case of grants or contracts made by him, or the State board, in the case of grants or contracts made by it, determines—

"(A) that effective procedures will be adopted by grantees and contractors to coordinate the development and operation of other programs and projects carried out under grants or contracts pursuant to this part, with the appropriate State plan, and with other public and private programs having the same or similar purposes;

"(B) that to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the program or project involved is to meet, provision has been made for the participation of such students; and

"(C) that effective policies and procedures will be adopted which assure that Federal funds made available under this part will not be commingled with State or local funds.

"CURRICULUM DEVELOPMENT

"SEC. 137. (a) (1) Funds appropriated to carry out this part may be used—

"(A) to promote the development and dissemination of education curriculum materials for use in teaching vocational occupational subjects, including curriculums for new and changing occupational fields;

"(B) to develop standards for curriculum development;

"(C) to coordinate efforts of the States in the preparation of curriculum materials and prepare current lists of curriculum materials which are available;

"(D) to survey curriculum materials produced by other agencies of Government, including the Department of Defense;

"(E) to evaluate vocational-technical education curriculum materials and their uses;

"(F) to train personnel in curriculum development; and

"(G) for use in teaching vocational occupational subjects to persons with special needs such as handicapped, the disadvantaged, the aged, persons of limited English-speaking ability, and minorities.

"(2) For purposes of this subsection curriculum materials means materials consisting of a series of courses to cover instruction in any vocational occupational field which are designed to prepare persons for employment at the entry level or to upgrade vocational or occupational competencies of those previously or presently employed.

"ALLOCATION OF FUNDS AMONG PROGRAMS

"SEC. 233. Of the funds available for a fiscal year to the Commissioner under section 132, at least 20 per centum shall be used for each of the programs described in sections 135, 136, and 137, and of the funds allotted to each State for a fiscal year under section 133, at least 20 per centum shall be used for each of such programs.".

(b) Section 102 (a) of the Act is amended by striking out "parts B and C" and inserting in lieu thereof "part B", and by striking out the second sentence.

EFFECTIVE DATE

SEC. 12. This Act and the amendments made by this Act shall become effective July 1, 1975.

STATEMENT
OF THE
AMERICAN VOCATIONAL ASSOCIATION
MARY L. ELLIS, PRESIDENT
LOWELL A. BURKETT, EXECUTIVE DIRECTOR
BEFORE
SUBCOMMITTEE ON EDUCATION
SENATE LABOR AND PUBLIC WELFARE COMMITTEE
ROOM 4232, DIRKSEN SENATE OFFICE BUILDING
APRIL 11, 1975

Mr. Chairman and Members of the Committee:

On behalf of the 53,000 members of the American Vocational Association we thank you and the members of Congress for your interest in and support of vocational education.

Since 1917, Congress has recognized the importance of federal legislation to establish priorities for education and training. In 1963, legislation was enacted that set the stage for great renovations in vocational education and refinements made in the Vocational Education Amendments of 1968 are indicative of the foresight of members of this committee and the Congress. Mr. Chairman, it is encouraging to note your support for vocational education and the progress you have made in providing relevant vocational education programs to the people of this Nation.

As we appear before this committee for vocational education, we realize the validity of the Vocational Education Amendments of 1968. They have stimulated great advances for vocational education and should be continued with increased funding.

We know; however, that more than a decade ago a point of view developed that, at periodic intervals, the program of vocational education should be studied with the objective to adjust federal legislation for vocational education in keeping with social, economic and technological needs. The Vocational

Education Act of 1963 determined (as recommended by the Panel of Consultants on Vocational Education) that the interval should be five years. Accordingly, in 1966, [illegible]esident appointed an Advisory Council to make a study of vocational education, and required that the Council make its report not later than January 1, 1968. This report was made on schedule and subsequently the Congress designed and passed the Vocational Education Amendments of 1968.

No legislative procedure now exists for periodic reviews of vocational education and seven years have passed since the last major study of the legislative needs of vocational education.

Early in 1974 a group of State Directors of Vocational Education joined with the American Vocational Association to conduct a study of vocational education to provide a base of information for Congress to use in connection with legislation for vocational education. In addition, we sought to determine if changes in federal legislation would be needed to enable vocational education to serve more effectively all people as they prepare for, and advance in their employment.

It is a credit to the foresight of this committee that the Vocational Education Amendments of 1968 remain effective. We do; however, feel that vocational education must assume a greater role in serving all people with education and training programs and it is this expanded role that any refinements in federal legislation should address.

CURRENT SITUATION

There have been great advances in vocational education in recent years. Based on actual figures available in 1973, we project the current enrollment to exceed 14 million people including youth, young adults and mature productive Americans receiving training to develop or improve their employment skills. The following vocational education enrollments indicate that vocational education is for all age groups and serves adults as well as secondary students.

	Enrolled in Vocational Education[1] FY 73
Total	12,072,445 (100%)
Secondary	7,353,962 (60.9%)
Postsecondary	1,349,731 (11.2%)
Adult	3,368,752 (27.9%)

The dramatic impact that vocational education has had upon the people of the United States is shown by the substantial increases in enrollment per 1,000 population. The following indicates this increase.

	Total Enrollment in Vocational Education	Enrollment in Vocational[2] Education Per 1,000 Total Population
FY 61	3,855,564	21.4
FY 66	6,070,059	31.3
FY 71	10,495,411	51.6
FY 72	11,602,144	56.3
FY 73	12,072,445	58.0

In addition to the overall growth, the statistics show that vocational education programs are enrolling more people from target groups.

According to the U. S. Office of Education, 13.3% (1,601,634) of the students enrolled in vocational education in FY 73 were disadvantaged and 1.9% (228,086) were handicapped.

Total enrollment in vocational education has increased at approximately 9% per year. This has been a healthy growth with federal funding increasing at a corresponding rate, although not keeping up with the increased needs.

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[1] *Summary Data-Vocational Education, Office of Education, Department of Health Education and Welfare, Washington, D. C.*

[2] *Ibid*

The chart below illustrates the growth in enrollments in vocational education in comparison to federal funding since 1960. It is interesting to note that should the present rate of growth continue, vocational education will enroll more than 21 million students in FY 80.

Fiscal Year	Federal Expenditures	Total Enrollment[3] in Vocational Education
1960	$ 45,313,236	3,768,149
1964	55,026,875	4,566,390
VEA'63 1965	156,936,015	5,430,611
1966	233,793,671	6,070,000
VEA'68 1970	300,045,568	8,793,960
1971	396,378,405	10,495,411
1972	466,029,820	11,602,144
1973	482,390,800	12,072,445
1974	548,603,000*	13,397.000 (Proj)
1975	543,700,000**	14,461,000 "
1976	-----	15,700,000 "

* Appropriated
**Budget Recommendation

The President's Panel of Consultants on Vocational Education in 1961-62, came to the conclusion that vocational education should serve 8,000,000 people. Five years later, in 1968, the President's Advisory Council on Vocational Education studied vocational education. Between these two studies the Nation experienced major social distress. Consequently, the Advisory Council reported its findings to the Congress with full knowledge of the contribution vocational education could make toward social and economic stability.

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[3] *Summary Data-Vocational Education, Office of Education, Department of Health, Education and Welfare, Washington, D. C.*

Of particular concern were persons who had "fallen through the cracks" in the social, economic and educational structure.

To serve disadvantaged and handicapped students in particular, and more students in general, and to provide specialized services to some, the Advisory Council recommended that vocational education serve 10,950,000 students.

In effect, when Congress passed the Vocational Education Amendments of 1968, they gave the education community a mandate to place emphasis upon vocational education as a preventive measure for many of the social, educational and economic problems of the Nation. Unfortunately, neither the funding authorizations, nor the appropriations, are currently large enough to enable vocational education to carry out its Congressional mandate.

We know that federal funding for vocational education has a stimulating effect that causes state and local expenditures to be increased at a greater rate than increases in federal funds. The effects of the 1963 Act and the 1968 Amendments show this clearly. Nationally, $1.00 of federal money for vocational education causes $5.00 of state and local funds to be expended.[4] This ratio varies among the states reaching high ratios, for example, of 1 to 11 in Massachusetts and 1 to 10 in Connecticut.

The concept of vocational education representing a matching "dollar for dollar" partnership between the states and the federal government has exceeded all expectations. The states have so overmatched the federal investment that federal funding would have had to exceed $2.7 billion in 1974 before matching would have been on an equal basis.

While we are aware of advances in vocational education and greater interest displayed by the population as a whole, the needs are still evident.

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[4] *Vocational Education, State by State Analysis FY 72*, *Office of Education, Department of Health, Education and Welfare, Washington, D. C.*

Many jobs requiring skilled people are available while unemployment rates are unacceptable for unskilled workers. Due to the nature of our education system in this country, many students have left the secondary schools without marketable skills. Statistics from the U. S. Department of Labor show that young people age 18-19 have the highest unemployment rate of any group. In addition, the unemployment rate of young adults 20 to 24 years is unacceptable at approximately 9%. (In some areas this is higher than others.) We are confident that there are many factors that create exceptionally high unemployment rates among disadvantaged groups or in certain metropolitan areas. Since vocational program graduates have a great advantage in the job market, it is advisable to charge vocational education with a more active role in alleviating these conditions than we have in the past. If this is done then the resources must be forthcoming.

In recent years, federal, state and local governments have addressed the education and training problem by making vocational education available to more people. In the U. S., there are 2,148 institutions that have a primary emphasis on vocational education for secondary students. There are, in addition, 1,756 technical institutes and community colleges with a substantial portion of their enrollment in vocational education. Most of these institutions enroll adults for supplementary and/or preparatory work as a part of their service to the community. Even with these institutions in operation, there are people who need and want vocational education that have not been enrolled. Enrollment figures show that in FY 1973 58 out of every 1,000 total population are enrolled in vocational education. This represents remarkable progress; however, U. S. Department of Labor currently reports an 8.7% unemployment rate. During a period of high rates of unemployed it would be in the best interest of the future of the Nation to provide an opportunity for the work force to improve its efficiency. Vocational education can provide this service.

Changing concepts of vocational education and the way these programs are perceived by people, make it an opportune time for vocational education to assume a greater role in human resources development. Local and state governments are seeking direction and support from the federal-state partnership so they can impact on unemployment and the economic problems found in their communities. Business, industry and labor are seeking the assistance of vocational education to solve their manpower needs. It is an economic fact that vocational education graduates are removed from welfare roles and strengthen the tax base of a government. For these reasons, vocational education is becoming more attractive to government, business and industry.

This attractiveness is apparent also because too many youngsters are dropping out or leaving high school. Twenty-five percent of the fifth grade school population in 1964 left school prior to graduating in 1972.[5] These individuals are ill-prepared for the world of work. In addition to keeping these students in school with job training programs, we must seek those already out of school and provide adequate incentive for them to enroll in adult vocational education. The prime reason for adult education is to prepare people for employment or to supplement their education for economic improvement. We estimate that there is a need to expand our present enrollment by an additional 100,000 young adults in supplementary and preparatory programs in FY 76. By 1980, it is feasible to expect program growth for young adults to exceed 200,000 over the present enrollment. In order to do this, complete programs and outreach services must be available to young unemployed or underemployed adults.

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[5] *Digest of Educational Statistics, 1973, Office of Education, Department of Health, Education and Welfare, Washington, D. C.*

Accessibility to schools both in the rural and urban areas is of prime concern to AVA. There are waiting lists for enrollment in many vocational programs throughout the nation. When we talk of expanding the role of vocational education we must consider the distribution and accessibility of vocational education institutions for both commuter and residential students. It is quite evident that additional facilities are needed.

While the Vocational Education Amendments of 1968 contained provisions for residential schools the potential for this type of institution has not been realized. There may be a need for residential facilities in rural states where local communities cannot support an institution. In addition, there are occupations that will not require large numbers of people and instructional programs and a few residential schools may serve the need. Also, there are many young people that may need to be assigned to a residential school to remove them from an undesirable environment and to provide education for productive employment. Oklahoma State Technical Institute, Okmulgee, Oklahoma, has demonstrated what can be done with residential schools. Mr. Chairman, you may wish to inquire further into the need for residential vocational facilities. We would be happy to assist with this inquiry.

CONCEPTS TO STRENGTHEN THE ROLE OF VOCATIONAL EDUCATION

The Vocational Education Act of 1963 and its Amendments of 1968 have been effective legislation for social and economic change. As time passes; however, people profit from experience. In addition, we realize that the social and economic problems of the 70's and 80's may be different from those in the 1960's. For this reason we have attempted to analyze the concepts that might improve the Vocational Education Amendments of 1968. Mr. Chairman, the next part of my statement addresses these concepts with complete agreement as to the value of the Vocational Education Amendments of 1968 and the hope that the role of vocational education may be expanded.

Comprehensive State and Local Planning

The most important concept to strengthen vocational education at this time is that of comprehensive state and local planning.

The AVA recommends strongly that the previous "State Plan" (largely a compliance document and not a state plan for vocational education) be replaced by a state-wide planning document representing 4-6 years of forward planning that would be updated biennially. This type plan must take into account all provisions of vocational education legislation and the state must be accountable for progress based upon the state-wide plan.

Comprehensive planning is needed for vocational education to relate to the public school systems and to other public agencies and private institutions and industries within the community. Comprehensive state and local planning must be cognizant of and include all agencies impacting on the education and training of the individual. It should be an operational plan that yields a functional document to coordinate the efforts of all programs delivering vocational education services with that of the job development agencies and those providing supportive services to students and programs.

The State Board for Vocational Education should have the primary responsibility for the preparation of comprehensive state-wide plans for vocational education and should be accountable for progress in relation to such plans.

There should be consultation with and involvement of other state boards, agencies, and councils (such as the State Advisory Council on Vocational Education) in their planning activities. In addition to the involvemant of formally constituted state boards and councils, the planning group should actively seek advice and suggestions from a variety of "other publics."

State plans must make provision for full utilization of postsecondary vocational education (training and retraining) to prepare persons for employment; and such plans must provide for supplementary vocational education for adults who have entered, or are re-entering, the labor market and need job training, employability skills or retraining to achieve job stability or to advance in employment, and provide preparatory instruction for adults who are entering the labor market for the first time.

The state-wide plan must be built around a number of basic elements of vocational education such as: population needs analysis, job market analysis, job performance analysis, curriculum resources, teacher education, leadership development, program planning, program review, vocational education promotion, student recruitment, counseling and guidance, vocational instruction, placement and follow-up, and evaluation; and must take into full account national priorities (such as provision for disadvantaged and handicapped persons), and state priorities for vocational education.

Comprehensive planning must take into account that the term vocational education means:

> *"Vocational or technical training or retraining which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or, by private non-profit or proprietary schools under contract with a State Board or local educational agency and is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be*

> *generally considered professional and which requires a baccalaureate or higher degree; and such term includes vocational guidance and counseling (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choices; instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training; the term also includes health, allied health, and service occupations, vocational home economics (consumer and homemaking education and occupational home economics) and vocational education student organizations; job placement and follow-up; the training of persons engaged as, or preparing to become, teachers in a vocational education program or preparing such teachers to meet special educational needs of handicapped students; teachers, coordinators, supervisors, or directors of such teachers while in such a training program; leadership development programs designed to provide high level education for emerging leaders in vocational education; travel of students and vocational education personnel while engaged in a training program; and the acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment but such term does not include the construction, acquisition or initial equipment of buildings or the acquisition or rental of land."*

Mr. Chairman, our recommendations are made with the realization that comprehensive planning is the key to the future of vocational education. Duplication of effort, splintering of interest and uncoordinated use of resources are detrimental to the interest of the Nation.

NATIONAL LEADERSHIP

Leadership and coordination of all vocational education programs and services at the federal level will be necessary for comprehensive state planning to be effective. There must be maintained a Bureau in the U. S. Office of Education with authority and resources for national leadership.

Under the direction of the Bureau a concerted national effort should be developed to provide leadership for state agencies to expand programs and improve quality. This leadership posture must be manifest in the quality of professional staff in the Bureau and in the kinds of services provided by to the states. Services needed are: (1) developing standards of quality for vocational education; (2) evaluation and accountability criteria and procedures; (3) monitoring of specific vocational education programs, particularly those related to national priorities; (4) dissemination of applied research and curriculum developments in such form as to be immediately adaptable to local vocational education programs; (5) development and use of a national vocational education data system; (6) preparation of an annual report for the President and the Congress related to the status, achievements, directions and needs of vocational education in the Nation; (7) assisting state boards for vocational education to prepare and evaluate state planning documents (and to make reports concerning 4-6 year projections from state planning documents); (8) developing national reviews of vocational education to provide evidence for the Congress that the intent of legislation is being carried out in all of the states; (9) planning and conducting (or contracting with appropriate agencies to plan and conduct) national and regional workshops and symposia.

There appears to be a need for a strong National Center for Vocational Education. This Center should have responsibility for conducting applied research or for sub-contracting research projects and also for some of the functions needed at the national level. There has been very little evidence of leadership for vocational education in the activities of the National Institute for Education and without a concerted effort the needed research and dissemination will falter.

PERIODIC REVIEW OF VOCATIONAL EDUCATION

Comprehensive state and local planning accompanied by strong national leadership may not accomplish the desired results for vocational education without the continued active interest of Congress.

For this reason we recommend that any revision of the Vocational Education Amendments of 1968 incorporate the concept of periodic reviews of vocational education. In this way Congress can take stock of the program of vocational education and can make adjustments with added clarity and precision.

SOLE STATE AGENCY

Authority for policy and administration of vocational education in the state must rest with one state agency for vocational education. [illegible]s sole agency or state board should have the capability and flexibility [illegible] policy for vocational education that would govern programs and dist[illegible] of funds for all facets of vocational education in the state. The lack of coordination inherent in multiple agencies and separate planning groups and commissions is detrimental. The coordination of the planning and administrative process under one agency is needed as a part of any changes in the law.

VOCATIONAL GUIDANCE AND EXPLORATION

There is a need to provide greatly expanded and revised vocational guidance and exploration programs for in-school youth and for out-of-school youth and adults, so that they can act upon "considered" vocational choices and plans. Reaching such goals involves providing opportunities through curriculum and specialized approaches which enable individuals to discover their interests, abilities and values in relation to awareness, orientation, exploration and decision-making and planning as applied to the world of work.

The primary emphasis of funding this new concept should be on staff development and preparation and applied research and demonstration programs. The end product should be that individuals will more successfully manage and direct their own vocational lives.

Previously a strong emphasis was given to the employment of school counselors to work on an individual basis with youths. Administrative guidelines required the establishment of a counseling office and counselors were perceived as members of the administrative rather than the instructional team. Further, the fact that counselors were located outside the curriculum made it difficult for students to find time to receive counseling assistance. This gradually led, in many instances, to counselors assuming quasi-administrative roles. The answer to improvement of the quality of guidance was, under this thrust, add an additional counselor. In most instances, this approach did not result in change in students.

Vocational guidance and exploration would allow students to move from awareness and orientation to exploration and to acquire entry-level skills needed for employment competency.

The concepts in career guidance programs include: awareness, orientation and exploration, including decision-making and planning. All of these concepts deal with a life-long process that should assist students to arrive at sound vocational decisions and to formulate and follow through with career plans.

Components of a strong vocational guidance and exploration program include: (1) operationalized programs that have been conducted under the exemplary section of the Vocational Education Amendments of 1968; (2) awareness, orientation, exploration, decision-making and planning for careers and employment; (3) detailed follow through programs for the disadvantaged, the young adults and for those who are chronically unemployed; (4) placement services for some students as an integral part of their instructional program.

UTILIZATION OF VOCATIONAL EDUCATION

Vocational education programs operated at all levels in multiple settings as the Nation's delivery system for education and training for employment should be the objective of any changes in vocational education legislation. To do this, emphasis must be given to secondary programs in the public school systems, as well as to increasing the role postsecondary institutions play in training and preparing people for employment. In addition, the adult education programs designed to provide supplementary and/or preparatory training for employment must have a larger role in vocational education.

SECONDARY VOCATIONAL EDUCATION

Secondary vocational education programs offered to high school students so they may identify and pursue a vocational goal through preparation for an occupation in his or her chosen field is important to the long term future of this Nation. Enrollment in these programs is increasing and our recommendations are to maintain the solid growth rate in this area. Basic modifications in these programs and the parts of the Vocational Education Amendments of 1968 that provide authority for them are not required.

POSTSECONDARY VOCATIONAL EDUCATION

Postsecondary vocational education received a significant emphasis in the Vocational Education Act of 1963 and the Amendments of 1968. Data on increases in enrollment, together with positive evidence that more youth are continuing their education after high school, are indications of the tremendous need for continued expansion of postsecondary vocational education.

Postsecondary vocational education consists of training or retraining for persons who have completed, graduated or left secondary (high) school. It includes preparation for any occupation for which there is a reasonable expectation for employment, including new and emerging occupations, (except professional occupations that require a baccalaureate or higher degree).

Comprehensive state planning should provide for coordination of postsecondary and secondary programs that will further expand the role of postsecondary vocational education.

VOCATIONAL EDUCATION FOR YOUNG ADULTS AND ADULTS

It is now time for adult vocational education to be responsible for meeting the unique needs of adults who have either completed or interrupted their formal education. These adults may be unemployed, seeking employment, or employed and needing further education and training to correct defects in employability skills, to achieve employment stability or to advance in employment. Programs conducted as adult vocational education are either preparatory to employment or supplementary to employment.

Vocational education's adult program must actively seek out employed young adults and recent dropouts and graduates who did not obtain employment and assist them in the adult vocational education program to correct defects in their employability skills; many such persons are improperly employed and their actual jobs are not directly related to their ability, interests and capacity to work. Failure to provide in this manner for young adults creates a ready supply of persons for welfare assisted programs and future poverty roles in society.

In addition, many adults are forced by changing occupations and economic conditions to seek new careers (frequently more than once during their working lives). Expansion of vocational education to accommodate this situation is imperative.

A significant number of young adults and adults served by vocational education will need financial assistance in order to perfect, or redirect, employment skills. This facet of the program is discussed as student services.

PROGRAM SERVICES

The Vocational Education Act of 1963 and the Amendments of 1968 treated the various program services for vocational education as "ancillary" or "miscellaneous." As a result they became subsumed by other programs and have not [illegible]tributed to the program as they could. Teacher education, placement and follow-up, student support programs and leadership development are necessary components of vocational education. These services should be prominently treated in federal legislation.

TEACHER EDUCATION

Permissiveness in legislation and a variety of priorities among the states, have caused funds to be diverted from teacher education to other program aspects. Records are not available to indicate exactly the extent to which federal funds supported teacher education. However, Office of Education estimates indicate that possibly $10 million of federal funds were used for teacher education in FY 72.

Anticipated continued expansion of vocational education, particularly expansion in postsecondary institutions, and the outreach plan that should be employed in the adult program, requires particular attention to teacher education. The problem is not solely an adjustment to larger numbers of teachers, but an adjustment to the needs of teachers of the handicapped, disadvantaged, youth outreach, and teaching problems related to retraining for complex occupations with changing qualities of sophistication.

The quality of vocational education in the future depends upon the same major element as it has been dependent upon in the past--the teacher. Preservice and in-service teacher education that is focused around technical occupational competency and professional educational competency are the basis for renewed thrust when considering the needs in teacher education.

STUDENT FINANCIAL SUPPORT

The goal of Congress to make vocational education "available" to all people of all ages in all communities can be enhanced considerably by making provision in legislation for student financial support. This support would make it possible for students to take advantage of vocational education offerings. Without such provision many students will be effectively denied the basic goal Congress seeks to achieve.

Students who need some kind of a financial support to achieve vocational competency are found throughout the Nationl. Many of this group are included in those who drop out of high school prior to graduation. It is highly probable that many of the dropouts are seeking to enter the labor force; and are doing so without the vocational education necessary to command a job appropriate to their abilities. Other graduates, dropouts, or persons who have achieved a certificate of completion from high school and who have entered the labor force need additional vocational education in order to advance in their occupation or to prepare for a new occupation. Many of these former students need financial assistance during their vocational preparation period in order to stay in school.

Student support programs should apply to persons who are underemployed, improperly employed, imperfectly employed, and unemployed because their basic in-school education program did not provide sufficient vocational skills and knowledges for them to become appropriately employed.

The concept of work-study programs, as described in PartrH of the Vocational Education Amendments of 1968 has been found to be successful in practice and should continue. It would appear that this program has particular relevance for high schools, but should not be limited exclusively to high schools.

A major problem with Part H, P.L. 90-576, is the restrictions placed upon student earnings. The amounts specified are entirely too low to attract the students into the program that should be served. Many students, because of a variety of socio-economic conditions, do not stay in school. The work-study program, if appropriately funded, could keep students (particularly socially and economically disadvantaged students) in school until they can acquire skills and knowledges saleable in the world of work.

Financial stipends may be a necessity for a segment of the population who have left the secondary school system, who need training or retraining, and who have acute economic responsibilities that cannot be satisfied by a work-study program. This population segment includes men and women--unemployed, underemployed, disadvantaged or handicapped--for the most part high school graduates, who need the education and training provided in the postsecondary and adult vocational education programs.

According to a 1972 study conducted by the U.S. Office of Education based on a sample of about 18,000 seniors, and about 1800 faculty who counseled 12th grade students, 34 percent of the students stated that they would have to work after high school graduation before they could pay for further schooling.[6] Thus roughly one-third of the high school graduates might enter postsecondary or adult vocational education programs if support in the form of a stipend was available to them. This group represents roughly one million students each year.

Another large group of students needing stipend support are those who have left the secondary school system for any of a variety of reasons. This group is estimated to be about 730,000 students per year.[7] Many of this group have limited financial resources (about one-third are heads of households) and could be served effectively by the postsecondary and adult vocational education programs.

The total of these two groups represent about 1,730,000 persons who will not be in school and will not be preparing to enter productive employment. Serving this group is a part of the outreach program of vocational education, but there must be financial support during their preparation for employment.

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[6] *National Longitudinal Study of the High School Class of 1972,* U.S. Department of Health, Education and Welfare, Office of Education, Washington, D.C.

[7] *Employment of High School Graduates and Dropouts,* U.S. Department of Labor, Bureau of Labor Statistics, Special Labor Force Report No. 155, Washington, D.C., 1973, p. 28.

PLACEMENT AND FOLLOW-U[illegible]

The range and scope of vocational education has enlarged substantially during the past decade. Prior to World War II a kind of understanding had developed that each teacher was responsible for his or her own placement. This practice worked reasonably well, but as the size of the vocational education program enlarged, the problem required the attention of other people in addition to teachers. Concurrently with the expansion of vocational education came an urgent need for placement and follow-up data.

Unfortunately, these two facets of vocational education--placement and follow-up--have too long been placed in a single category. Such a combination, however convenient, has performed some degree of disservice to each. Their meaning, purpose or the performance of these two vital functions of vocational education requires that renewed emphasis be given them in legislation and that follow-up become a follow through function that is integral to all vocational education.

LEADERSHIP DEVELOPMENT

Public Law 90-35, Part F, Section 552, provided for Leadership Development Awards to be granted to selected individuals to pursue a three-year graduate program in the area of vocational education. Experience with the three-year graduate program has provided evidence that the objectives of the program were actually exceeded although the number of persons involved in the program was small compared with the need. The investment by the federal government produced high returns in the form of positions of leadership actually achieved by the graduates.

The number of persons from vocational education involved in the three-year Leadership Development Awards program represented an extremely small percentage of the total number of vocational education teachers, as shown below:

Fiscal Year	Number[8] of Vocational Teachers	Number of Awardees	Percent of Total Number of Vocational Education Teachers
1970	190,364	160	0.08
1971	211,550	216	0.10
1972	235,658	216	0.09

Despite opinions advanced that the federal government was investing too highly in doctoral programs, and that too many doctorates were being completed, the opinion does not apply to vocational education. There is no evidence that too many doctorates in vocational education have been authorized.

It is recommended that the leadership development embrace not only the doctoral program but also activities of program and individual leadership at the state and national level. Federal funds should be utilized to solve problems relating to more than one state or region in addition to providing a cadre of national leaders for vocational education. State contributions to leadership development should center around the administrative and leadership needs peculiar to each state and generated as a result of national activities.

APPLIED RESEARCH, CURRICULUM DEVELOPMENT AND DEMONSTRATION PROGRAMS

Research, curriculum development and demonstration programs have been the cutting edge for improving vocational education. The partnership between the state and the federal government should remain an essential part of legislation.

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[8] *Summary Data-Vocational Education, Office of Education, Department of Health, Education and Welfare, Washington, D.C.*

There continues to be a need for a strong National Center for Vocational Education to maintain progress through research and curriculum development. Applied vocational research and curriculum development is imperative to improve vocational education programs. Very little progress in vocational education research can be attributed to the National Institute for Education. It is my understanding that it is the stated objective of NIE to phase out all centers and laboratories and proceed solely on the basis of RFP. No one can exist on RFPs. Mr. Chairman, we will be happy to pursue this with the committee at your discretion.

SUMMARY

In conclusion, the Vocational Education Act of 1963 and the Amendments of 1968 are still vital and appropriate to vocational education of the next decade. We do; however, hope this committee and Congress will consider some amendments in order to strengthen the role of vocational education in meeting the economic and social needs of this Nation. We feel our recommendations will assist you with your deliberations and provide a means whereby vocational education can assume a greater role in human resources development. We offer assistance for further consultation and look forward to continuing to work with members of the committee and the staff.

March 6, 1975

Mr. Lowell A. Burkett
Executive Director
American Vocational Association
1510 H Street, N.W.
Washington, D.C. 20005

Dear Mr. Burkett:

I would like to pursue some issues with you which were brought up during testimony before the Subcommittee on Education last Monday.

Enclosed you will find seven questions relating to that discussion, some of which deal with specific issues that the State administrators may have to help you with in order to answer completely. You responses will be very helpful in our work.

Thank you for your assistance in this matter.

Ever sincerely,

Claiborne Pell
Chairman
Subcommittee on Education

XX CP/merp
enclosures

COPY

1. What is your position on an amendment to the Vocational Education Act to require dollar-for-dollar matching for specific areas such as the disadvantaged and the handicapped?

2. The GAO report questioned whether the intrastate distribution of part B funds met statutory criteria of relative need in all States visited. As an example, how does California distribute its funds to local educational agencies?

3. One of the concerns expressed by GAO involved the adequate use of community college facilities to provide postsecondary occupational education. What are you doing to establish an adequate inventory of resources that could be used in vocational education programs?

4. How are funds divided in California between secondary and postsecondary vocational education?

5. How are part B funds allocated among local educational agencies in Minnesota?

6. In light of GAO's recommendations for use of a wide variety of facilities for training sites, what use in Minnesota is made of community colleges as vehicles for providing postsecondary occupational education?

7. What is the percentage of State funds retained at the State level in Minnesota, and what portion of those funds are marked for State employee salaries?

Additional Questions Submitted to AVA With Responses

1. What is your position on an amendment to the Vocational Education Act to require dollar-for-dollar matching for specific areas such as the disadvantaged and the handicapped?

Response

There is no doubt that state and local education agencies must have a strong commitment to the vocational training of the disadvantaged and handicapped if such programs are to succeed and that such a commitment is best exemplified through a designation of state and local funds.

Unfortunately, the greatest concentration of disadvantaged persons occurs in areas where the tax base has been eroded and cannot support the program. This is particularly true in some of our large cities.

With respect to the handicapped there are a number of federal and state funded programs which impact on the needs of this group and have matching requirements. Because of legal decisions or state policy it becomes almost impossible to identify these state or local funds for matching purposes.

Congress, in its wisdom, in enacting P.L. 90-576 allowed overall statewide matching for all purposes in the Act. This has permitted State Boards for Vocational Education to concentrate funds in areas where there is a specific need without regard to matching requirements.

The question before the Congress is whether to strengthen the commitment of state and local education agencies by forcing them to put up a dollar of state and/or local funds for each federal dollar expended for vocational training of the disadvantaged and handicapped or whether it should continue to permit overall statewide matching for all purposes in the Act.

Since the purpose of this Act is to impact on the vocational training of all people, the American Vocational Association favors the continued practice of overall statewide matching for all purposes of the Act.

2. The GAO report questioned whether the intrastate distribution of part B funds met statutory criteria of relative need in all states visited. As an example, how does California distribute its funds to local educational agencies?

Response

California employs a rather complicated formula to determine the amount of federal vocational education funds to be allocated to a jurisdiction (secondary or postsecondary). I am enclosing a copy of their State Plan and call your attention to Section 3.14 beginning on page 60 through Section 3.27-2 ending on page 70.

To summarize, the following should prove helpful:

Allocation to Local Educational Agencies

A major portion of Part B monies are allocated to local education agencies on an entitlement basis. The entitlement is determined as follows:

A. Each district's total a.d.a. (average daily attendance) divided by state total a.d.a. by jurisdiction (secondary or postsecondary) = total a.d.a. entitlement factor.

B. The district's total vocational a.d.a. divided by state total vocational a.d.a. by jurisdiction = vocational a.d.a. entitlement factor.

C. Money to be distributed X percentages assigned to total a.d.a. and vocational a.d.a. (for 1975-76, 60% of the funds will be determined on total a.d.a. and 40% on vocational a.d.a.)

D. (1) Total a.d.a. entitlement factor X money to be distributed = percentage of entitlement.

(2) Vocational a.d.a. entitlement factor X money to be distributed = percentage of entitlement.

Sum of (1) + (2) = entitlement.

The equalization formula is as follows:

A. Average assessed valuation per a.d.a. divided by state average assessed valuation per a.d.a. = wealth factor.

B. State average eligibility tax divided by district eligibility tax = effort factor.

C. Wealth factor + effort factor divided by 2 = equalization factor.

D. Equalization factor divided by 2 = percentage of reimbursement.

E. Percentage of reimbursement X total direct cost = maximum reimbursement.

In other words, if a district does not expand adequate funds to generate a high enough reimbursement, they do not receive all of their entitlement funds.

You will note that the foregoing description is somewhat different than is contained in your copy of the State Plan as described on page 70. They no longer use excess costs as described on page 70.

I realize this is a complicated approach and probably difficult to understand. It actually boils down to the fact that they determine each district's percentage of the total state enrollment as one factor and each district's percentage of Vocational Education enrollment as another factor to determine their entitlement of the funds. To receive these funds, in addition to providing an application and a district plan, they must expend adequate funds (the amount is influenced by their relative wealth and tax effort).

3. One of the concerns expressed by GAO involved the adequate use of community college facilities to provide postsecondary occupational education. What are you doing to establish an adequate inventory of resources that could be used in vocational education programs?

Response

The community college concept, when implemented in accordance with its intended purpose, provides an excellent vehicle for the conduct of vocational education programs. The American Vocational Association has given considerable attention to the development of the postsecondary vocational program but as a professional organization concerned primarily about the quality of vocational education it has not promoted the community college over postsecondary area schools or any other institution that is capable of providing a quality program. The AVA is not institutionally oriented, but rather program oriented.

Section 108 of S 941 which AVA wholeheartedly supports, calls for comprehensive statewide planning and accountability for vocational education. Such planning would require that all institutions within the states capable of providing quality vocational education programs would be identified and considered in the plan.

Even though AVA would make an inventory of postsecondary facilities, it would not be able to determine their capability for conducting quality programs without making an extensive study of each institution. However, I do feel that in most states the staffs of the State Boards of Vocational Education are taking these inventories.

It has been my personal experience that State Board staffs are called upon quite extensively to consult with and evaluate programs in most public and many private institutions as well as those in industry. This is one of the reasons why many State Boards maintain a rather large staff to provide this service.

4. How are funds divided in California between secondary and postsecondary vocational education?

Response

Please refer to Section 1.7 on page 38 of the enclosed State Plan for California which describes the cooperative agreement that exists between the State Board of Education and the Board of Governors of the California Community Colleges. The division of Part B funds between secondary and postsecondary vocational education is outlined on page 70 of the State Plan in California by determining the residual costs for each jurisdiction. The residual costs is the amount of monies expended for vocational education above and beyond what is covered by income.

Annually, prior to March 1, the staffs of the respective Boards, represented by the Joint Staff Council, shall recommend to the Joint Committee on Vocational Education the respective proportion of anticipated federal vocational education funds to be assigned to the two levels for the following year. The determination of such proportions are based upon, but not limited to, such factors as the following:

A. Relative needs
B. Statewide priorities
C. Statutory purposes and requisites
D. Levels of prior funding
E. Allotment formulas to states

For FY 1976 the following represents the percentage of funds to be allocated to each level:

	Secondary	Postsecondary	Combined
Part A	56%	44%	
Part B	56	44	
Part C	35	35	30%
Part D	54	46	
Part F	78	22	
Part G	50	50	
Part H	62	38	
EPDA	35	35	30

5. How are Part B funds allocated among local educational agencies in Minnesota?

Response

Other than the Part B "set asides" nearly all the Part B allocation of VEA is distributed to the 33 districts in the state supporting the 34 area vocational-technical institutes.

These institutions are tuition free for most persons in Minnesota and located so that no individual is more than 35 miles (commuter distance) from the vocational services. The remaining small amount of Part B funds are allocated to the other 403 local districts for secondary or adult programs under a project application procedure.

Part B "set asides" for disadvantaged are allocated to planning regions of the state using criteria set out in the state plan - ability to pay, school dropouts and youth unemployment. Part B "set asides" for the handicapped are distributed on a project basis with cooperative funding from other sources of state and federal funds, as well as local funds.

6. In light of GAO's recommendations for use of a wide variety of facilities for training sites, what use in Minnesota is made of community colleges as vehicles for providing postsecondary occupational education?

Response

Reference should be made to the definition of Community College as stated in P.L. 90-576.

Minnesota has 52 institutions meeting this definition. The institutions bearing the name "Community College" are actually state operated institutions controlled by a single state board, and were formerly called State Junior Colleges. The University of Minnesota has six campuses all of which could meet the definition. There are six state colleges meeting the Community College definition. All of these institutions benefit from consultative services and planning efforts financed by VEA funds through the provision of such services or request to the State Board. Until four years ago they also benefitted from VEA program funds.

The vocational education programming in the state is on a program budgetary system subject to the approval of the state legislature and it was the legislature's decision that state controlled and state operated institutions would be funded by state appropriations and services of these institutions discharged through the responsible state operating board. The programming of these state institutions account for about 25% of the vocational education programming in the state. No VEA funds are used.

There are 34 area vocational technical institutes in Minnesota which are "Community" in nature and meet the definition of Community College as defined in P.L. 90-576. These schools are funded by local, state, and federal funds. They are under the control of a local board of education and are true "Community" institutions.

20% of all new entrants to Minnesota's job market last year were persons trained in the state's locally controlled AVTI postsecondary system. The AVTI's have used facilities in the three state systems where declining enrollments and new construction has made excess space available for use. These are cooperative programs between institutions. Last year the State Department of Administration - at the request of the vocational division - conducted a survey of all state owned facilities and found none available that were not being used or for which remodeling costs would not exceed new construction at an AVTI site.

The state also has a Higher Education Coordinating Commission which is responsibile for seeing that the 100% state supported programs at state institutions are coordinated with those programs offered at the AVTI's.

7. What is the percentage of federal funds retained at the State level in Minnesota, and what portion of those funds are marked for State employee salaries?

Response

Minnesota retains 15% of its VEA funds at the state level. These are not funds used for administrative services - administrative services account for about 2% of VEA funds. The remaining 13% are used for such things as employment of teachers for their field instruction program, (waste water, water treatment, rescue, etc.) and for the services to develop and support change agents in the local school districts in the state. At least 337 of the total of 437 districts are small districts unable to provide such services for themselves.

Specifically total retained	15%
Retained for all salaries	8 1/2%
Retained for indirect costs	3 1/2%
Retained for administrative salaries	2%
Other costs	2%

STATE BOARD FOR VOCATIONAL EDUCATION

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900 EAST BOULEVARD AVENUE
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(701) 224-3101
REUBEN T. GUENTHNER, Assistant State Director

February 5, 1975

The Honorable Quentin N. Burdick
United States Senate
Washington, D. C. 20510

Dear Senator Burdick:

The Comptroller General of the United States released the General Accounting Office report to the Congress entitled "What is the Role of Federal Assistance for Vocational Education?" on December 31, 1974. The GAO conducted its review in seven states: California, Kentucky, Minnesota, Ohio, Pennsylvania, Texas, and Washington.

Some bad press was given to Vocational Education. It is the feeling of many vocational educators that the report was intended to provide a negative view of Vocational Education at the time our federal legislation comes before the Congress. This report related a series of many half-truths resulting in incorrect conclusions regarding Vocational Education throughout the country. The report was based on only seven states (14 percent of the states receiving federal assistance for Vocational Education).

I am enclosing a very brief analysis of three areas which the report indicated unfavorable findings:

1. The intend of Congress that the federal legislation would increase state and local funding for Vocational Education.

2. Specific attention must be given to persons with special needs.

3. States should increase the number of participants in Vocational Education.

I find it most pleasing to report to you that:

1. The State of North Dakota increased its funding for Vocational Education from $1,400,000 in 1964 to the current $6,791,000 (state and local only).

2. The State of North Dakota gave high priority to persons with special needs by serving 10,265 students in 1974 as compared to 177 students in 1968.

The Honorable Quentin N. Burdick
Feburary 5, 1975
Page 2

3. North Dakota increased the number of Vocational Education students enrolled in secondary, postsecondary and adult programs from 20,114 in 1964 to 45,486 in 1974.

The report charges that federal assistance did not have a catalytic effect on Vocational Education in the United States. That statement is highly inaccurate. If the Congress did not appropriate federal funds at the current level, states would not be continually increasing its support for Vocational Education. Therefore, one must conclude that federal funds indeed have served as a catalytic agent in not only generating new and expanded activities at the local level, but also assisted State Boards for Vocational Education in increasing state dollars for the support of Vocational Education. Congress has long recognized the strong partnership between the federal government, state, and local educational agencies. Obviously, without this strong bond, Vocational Education would never have grown to its current status of acceptance and success. It is imperative that continued support be given at all levels particularly at a time when our country is facing an economic crisis and unemployment continues to spiral. I believe that Vocational Education can play even a greater role in training the unemployed, retraining adults who have lost their jobs because of technological changes, and up-grading the underemployed in order for them to continue to maintain satisfactory levels of job security and financial success.

According to the latest information received by this office, the chairman of the House Education and Labor Committee will soon introduce Vocational Education legislation. The State Board for Vocational Education urges your support for this legislation (formerly HR17304 as introduced in the 93rd Congress).

Should your office desire any additional information regarding our views on the GAO report, this office will be more than appreciative to assist you.

Sincerely,

Reuben T. Guenthner,
Assistant State Director

RTG:js
Encl.

Analysis of Report

Issued by the Comptroller General of the U.S.

"WHAT IS THE ROLE OF FEDERAL ASSISTANCE FOR VOCATIONAL EDUCATION?"

The Comptroller General's Report to Congress identifies the role of Federal funds under Vocational Education Amendments of 1968 to encourage state and local governments to increase their funding, accord high priority to persons with special needs, and increase the number of participants.

The report was highly critical indicating that states did not use the federal funds for the three purposes outlined above. North Dakota has used federal funds under the Vocational Education Act to extend, improve, and also to "maintain" vocational programs that have proven successful.

The following information shows in very brief form that North Dakota has used Vocational Education Act monies creatively and effectively for the purposes identified above in the Comptroller General's Report:

INCREASE THEIR FUNDING.....

Funding Expended Year	Total	Federal	State/Local
1964	$1,878,765	$ 478,162	$1,400,603
1968	4,442,602	1,322,079	3,129,109
1974	7,930,789	2,279,116	5,651,673
1975*	8,938,583	2,147,369	6,791,214

*Current Obligation

ACCORD HIGH PRIORITY TO PERSONS WITH SPECIAL NEEDS.....

	1968	1970	1974
Total Disadvantaged	177*	3,465*	8,712
Youth	---	---	7,404
Adults	---	---	1,308
Total Handicapped	---	285*	1,553
Youth	---	---	980
Adults	---	---	573

*Not separated into youth and adult enrollments

New programs established for persons with special needs (1970-1975)

I. Disadvantaged Youths

A. Basic and Remedial Skills
Vocational students received remedial instruction in academic areas of deficiencies. The academic deficiencies prevented students from succeeding in the regular vocational education program. School districts receiving special federal funding to provide basic instruction included:

West Fargo, Crosby, Beach, Inkster, Valley City, Walhalla,
Belcourt Community School, Solen, Dickinson, Grafton,
Grand Forks

B. Modified Vocational Programs
Occupational training programs designed to provide pre-vocational and vocational training opportunities utilizing existing curriculum or curriculum designed specifically for the disadvantaged. Schools receiving assistance included:

Mandaree; New Town; Dunseith; Solen; Dakota Boys Ranch, Minot; -- Vocational Agriculture Programs

New Town, Solen, Dunseith, Mandaree -- Home Economics for low income students in depressed areas

Belcourt, Wahpeton -- Occupational Work Experience

State Industrial School, Mandan -- Home Economics, Building Trades, Automotive, Welding and Office Occupations

Wishek -- Counseling services for disadvantaged youths in Wishek, Gackle, Lehr, Strasburg, Zeeland

Bismarck -- Office Education, Auto Body Repair, Welding, Health Occupations

Williston -- Electronics, Auto Mechanics, Welding
Area Counselor for students from Epping, Ray, Trenton, Wildrose
Alexander, Grenora

C. Vocational Work Study
Work experience through public and non-profit employment agencies for low income vocational secondary students was provided through federal work study funds for approximately 30 school districts each year involving 100-125 students.

D. Supportive Services
Approximately 40 school districts received special federal funding for disadvantaged students experiencing difficulties in the vocational areas. Additional time was set aside specifically for the regular vocational instructor to work with these students.

II. Disadvantaged -- Postsecondary and Adult Levels

A. Basic and Remedial Skills
Vocational students received remedial instruction in academic areas of deficiencies which prevented them from succeeding in the regular vocational education program at our postsecondary area vocational schools (junior and community colleges)

State School of Science, Wahpeton; UND Williston Center, Williston; Lake Region Junior College, Devils Lake; Bismarck Junior College, Bismarck

B. Modified Vocational Programs
Occupational training programs designed to provide pre-vocational and vocational training opportunities utilizing existing curriculum or curriculum designed specifically for the disadvantaged.

State Penitentiary, Bismarck -- Food Service, Electronics, and Building Trades

Bismarck Junior College, Bismarck -- Office and Clerical Cluster Program designed for adults who have been referred through other agencies such as Manpower Development and Training, Vocational Rehabilitation, WIN, Workman's Compensation, Welfare and other unemployed adults on some form of partial or total subsistance.

Fargo, Lake Region Jr. College, Belcourt -- Office Education
Adults who are underemployed or unemployed and are receiving partial or total public assistance. Adult evening classes.

Counseling -- Counseling services for adults who have been referred to the adult high school program for the GED program (high school diploma equivalency) and also CETA referrals for welding and clerical occupations.

Grand Forks -- Distributive Education
Adults who are underemployed or unemployed and are receiving partial or total public assistance. Adult evening classes.

III. Handicapped Youths

Modified Vocational Programs
Occupational training programs designed to provide pre-vocational and vocational training opportunities utilizing existing curriculum or curriculum designed specifically for the handicapped.

Grand Forks -- Occupational training in Trade Programs and Home Economics for blind students from the State School for the Blind

Dickinson, Jamestown, Grand Forks, Minot, Valley City, LaMoure, Lignite -- Cooperative Work Experience Program for the educable mentally handicapped

State School of Science, Wahpeton -- (Summer program) Pre-vocational and vocational training for the educable mentally handicapped students throughout the State

Bismarck, Fargo -- Home Economics for the educable mentally handicapped

Mohall -- Vocational Agriculture for the physically handicapped

Valley City -- Small Engines Repair for the educable mentally handicapped

LaMoure -- Vocational Agriculture and Nurse Aide for the educable mentally handicapped students in LaMoure County school districts

State School for the Deaf, Devils Lake -- Office Education and Printing program for the deaf students

Grafton State School, Grafton -- Building Trades and Vocational Agriculture for trainable and educable mentally handicapped

Fargo Public Schools -- Evaluation and vocational training for trainable and educable mentally handicapped (State-wide program)

INCREASE THE NUMBER OF PARTICIPANTS.....

	1964	1974
Increased Number of Participants		
Total	20,114	45,486
Secondary	9,537	28,278
Postsecondary	1,668	5,304
Adults	8,909	11,904

Virginia State Advisory Council on Vocational Education

April 16, 1975

The Honorable Clairborne Pell, Chairman
Senate Education Subcommittee
United States Senate
Washington, D.C. 20000

Dear Congressman Pell:

In a regular meeting at Fredericksburg, Virginia, on April 3, 1975, the Virginia State Advisory Council on Vocational Education reviewed several legislative proposals for Vocational Education that are being considered by the Congress. Members of the Council were deeply concerned about the proposed legislation which would abolish the requirement for a sole state agency.

In view of this concern, the Virginia State Advisory Council on Vocational Education voted unanimously to take a strong stand in support of a single state agency (or retention of a single state agency) responsible for planning, coordinating, and administering the state's total program of Vocational Education. The Council believes that to divide authority between state agencies responsible for secondary and post-secondary education would lead to duplication, proliferation, unnecessary competition and waste.

The Virginia Council believes that any new or extended legislation for Vocational Education should include the requirement of a single state agency with administrative and policy-making authority--the only agency in the state with the authority to cooperate with the Federal Government on matters pertaining to Vocational Education.

Sincerely yours,

Rufus W. Beamer

smr

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DON ERICKSON, SUPERVISOR OF AGRICULTURAL EDUCATION
NORBERT MAYER, ASSISTANT SUPERVISOR OF AGRICULTURAL EDUCATION

February 19, 1975

The Honorable Quentin N. Burdick
United States Senator
Washington, D.C. 20510

1975

Dear Senator Burdick:

Recently I have been spending some time going over the now famous GAO Report on Vocational Education. This report might better have been titled "An Exercise in Reportorial Irresponsibility." The authors were, apparently, motivated by a desire to prove a point, no matter how the facts were to be distorted to support their premise. Let me give an example: The Report states that the completion rate for students in high school programs of Vocational Agriculture/Agribusiness is only 18 percent. The figure was obtained by taking the total enrollment, grades 9 - 12 (and, in some states, grades 7 - 12) and comparing it to those who graduated in any given year. This is an obvious attempt at distortion. A comparison of the freshmen or 9th grade enrollment for school year 1969-70 with the completions from that same class four years later would give a far different figure. We very probably average more than 90 percent completions.

In our state, we follow up on our graduates. The unemployment rate for those who have completed our program in the past five years averages less than 2 percent! More than 70 percent are employed in the field for which they were trained.

It is unfortunate that such a poorly documented report received such wide publicity. Certainly it has caused great damage to the image of all of Vocational Education. I know that you will do all that you can to point out the need for an honest and properly researched appraisal of just what Vocational Education means to so many people. Vocational Education should not have to be on the defensive and to be subjected to foundationless attacks by such things as the GAO Report.

Best personal regards,

Don Erickson

Don Erickson
State Supervisor
Agriculture/Agribusiness Education

DE/clt

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Statement on Behalf of the
American Personnel and Guidance Association

by

Dr. Charles L. Lewis
Executive Director

and

Dr. Patrick J. McDonough
Assistant Executive Director
for Professional Affairs

on

The Career Guidance and Counseling Act of 1975
S. 940

before the

U. S. Senate
Subcommittee on Education
Claiborne Pell, Chairman

Friday, April 11, 1975
Dirksen Senate Office Building, Room 4200
10:00 a.m.

1607 NEW HAMPSHIRE AVENUE, N.W. • WASHINGTON, D.C. 20009 • AC 202 483-4633 • Executive Director: CHARLES L. LEWIS

Mr. Chairman and Members of the Subcommittee:

My name is Charles L. Lewis. I am the Executive Director of the American Personnel and Guidance Association. Seated beside me is Dr. Patrick J. McDonough, Assistant Executive Director for Professional and Governmental Affairs. The American Personnel and Guidance Association is the national professional organization of over 38,500 guidance, counseling and student personnel workers. These individuals work primarily in elementary, secondary and higher education settings, but also in community agencies, government, and business and industry, performing counseling and guidance functions. The twelve national divisions and 52 State Branches (District of Columbia and European Branches included) of APGA span every sub-discipline and geographic area of the United States within the guidance and counseling field.

Mr. Chairman, as a beginning point, may I compliment you and your subcommittee on the timeliness of these hearings. It is most important that all interested parties to this legislation be heard early and in depth if the best possible vocational education legislation is to become law. Reform, modification and new thrusts are necessary in this Act if this nation's economic and employment problems are to be ameliorated. Retreading what *was*, cannot help what *is* and what *is to be*.

It is in this vein Mr. Chairman, that the American Personnel and Guidance Association has authored and offered S.940, the Career Guidance and Counseling Act of 1975. As our bills' "Statement of Findings and Purpose" indicate, this Association, and we believe the Congress, are interested:

- in helping all individuals make sound career decisions, but especially in this period of high unemployment and with a recession/inflation economy

- in the right of individuals to make career decisions based on free choice, in this free nation--the placement of square pegs (individuals) in square holes (jobs) without regard to individual choice is an outmoded concept
- in up-to-date career information essential for appropriate choice, in order to effectively use each individual's talents
- in career development for all individuals over a life span that is not restricted to a particular educational level or levels, nor a particular setting (i.e.) schools
- in the utilization of existing facilities, agencies and services--both in and out of the schools--and in the solution of this nation's worker alienation, dissatisfaction and disaffection problems, as well as the unemployment and underemployment problems of this country
- in providing career guidance for all individuals of all ages in all communities of this nation

We believe these purposes can be met by means of Congressional support, through S. 940, by meeting the specific goals in the fields of career guidance and counseling programs stipulated in this Act; the training and retraining of career guidance and counseling personnel; and the demonstration and evaluation provisions relating to guidance and counseling programs, staff and activities.

Mr. Chairman, the history of career (vocational) guidance antedates the earliest vocational education legislation in this country. The original beginning of the guidance and counseling movement began as vocational guidance, in the latter part of the last and the beginning of this century with Frank Parsons, William Rainey Harper, G. Stanley Hall, John Dewey and others, making significant contributions. Vocational Education and Vocational

Guidance were joined together in responding to the social and manpower problems of the industrial revolution. And today, Mr. Chairman, this Association submits that, as before, vocational (career) guidance should assist individuals in making more effective choices about vocational education programs; but in addition, should help all individuals consider a whole range of options for educational and occupational choice and re-choice, not just those in which vocational education is a major factor. Vocational guidance is more than information giving, it is firmly based on the principle of broad, free and informed choice emergent from an individual's effective use of career decision skills.

Career Guidance/Vocational guidance/career development models, found within the Career Guidance and Counseling Act of 1975, seek to introduce and legislate a new and fundamental concept of--Developmental Vocational Guidance--in which practitioners are not concerned alone with immediate choice of training or job but are concerned with intermediate and long range goals and how immediate choices relate to such goals. The issue simply is not just occupational competence but occupational and personal competencies of all individuals.

Mr. Chairman, three experts within the career guidance area have prepared in-depth treatments of the importance of the Career Guidance and Counseling Act, and the research and practices documenting the need for such legislation. I would like to attach these statements to my statement. These individuals, Dr. Edwin Herr, President, Association for Counselor Education and Supervision and Professor and Head, Department of Counselor Education, The Pennsylvania State University; Dr. Norman C. Gysbers, Past President, National Vocational Guidance Association and Professor of Education, University of Missouri; and Mrs. Betty E. Knox, President, American School Counselor Association and Counselor, Garner Senior High School; could be called upon to answer questions about their statements if the subcommittee so wished to schedule them at a later date. At this point, we stand ready to be assistive to you and do appreciate this opportunity to appear before the subcommittee.

Mr. Chairman and Members of the Committee:

I am Edwin L. Herr, Professor of Education and Head, Department of Counselor Education at The Pennsylvania State University. For the past nineteen years I have served as a public school teacher, teacher-counselor, school counselor, and local director of guidance. In addition, I have served as the State Director of Guidance for the Pennsylvania Department of Education and as a Counselor Educator. Today, I speak in behalf of the American Personnel and Guidance Association and, more specifically, as President of the Association for Counselor Education and Supervision, a Division of APGA. Thank you for this opportunity to express my observations on the Career Guidance and Counseling Act of 1975.

I have with me today two colleagues who will also provide testimony representing the American Personnel and Guidance Association view of the Career Guidance and Counseling Act of 1975 as well as four other colleagues who will be pleased to respond to specific questions you may have in regard to large city, state office or minority group points of view in relation to this legislation. My fellow testifiers include Mrs. Betty E. Knox, President of the American School Counselors Association and the North Carolina Personnel and Guidance Association. Mrs. Knox has been a public school teacher and is a practicing school counselor. Dr. Norman C. Gysbers is Professor of Education at the University of Missouri, Past-President of the National Vocational Guidance Association, and a former public school teacher and counselor. Dr. Gysbers has also directed a project for several years facilitating the expansion and studying the effects of career guidance, counseling and placement activities in the fifty states.

In addition, we have with us this morning:

Ms. Daisy K. Shaw, Director, Bureau of Educational and Vocational Guidance, Board of Education of the City of New York.

Dr. Curtiss Phipps, Director of Division Guidance Services, Kentucky State Department of Education.

Mr. Charles E. Odell, Consultant to the Executive Director, Pennsylvania Bureau of Employment Security.

Ms. Janet R. Morgan, Counselor, South St. Paul Senior High School, Minnesota.

Our presentation this morning will include: First, a series of general theoretical and research perspectives on the intent of the Act and some specific observations regarding the Sections of the Act dealing with Training, Retraining, and Demonstration and Evaluation. Second, perspectives on the Act's local implementation recommendations in relation to counselor role and function statement as viewed by a school counselor. Third, perspectives about the Act's recommendations for career guidance and counseling programs at the state and local levels as viewed from the vantage point of current national activities in these areas and some observations about the importance for and the organizational implications of leadership in Career Guidance and Counseling in the U. S. Office of Education.

In my presentation, I will attempt to set the stage for my colleagues with some general theoretical and research perspectives as they pertain to several Titles and/or Sections of the Act.

Title I -- General Provisions

Title I and Section 101 of the Act, the Statement of Findings and Purposes, outlines a series of concerns of very high priority to the future well-being of this nation's young people, educational dropouts, and adult career changers. These are, in fact, the content, the human dilemmas, to which Career Guidance and Counseling responds and from which it gets its rationale for being. For these reasons, with your permission, Mr. Chairman, I would like to begin by elaborating upon these findings and purposes.

For at least the past decade and a half, counseling researchers and practitioners have been exploring the career development of various groups, the decision factors important to planning and choosing, the ingredients which comprise employability and work adjustment. It has become increasingly clear that giving people technical skills alone will not insure their use without parallel attention to whether they value these skills, know about the opportunities in which they can be used, or have made some match in regard to the degree to which such skills accord with their personal values and goals. Such a perspective may sound "too academic" and theoretical but I believe such a view represents the nub of a growing social problem in America. In the popular literature Toffler (1970) has described this complex of concerns under the rubric of Future Shock. In particular, Toffler has argued that "malaise, mass neurosis, irrationality, possibly violence may accompany what he described as the death of permanence and the substitution of transcience and novelty for familiar psychological cues." At another point, Toffler has contended that, in addition to the notion of novelty and lack of permanence, is the possibility that the people of the future may suffer not from an absence of choice, but from a paralyzing surfeit of it; they may experience what he has termed over-choice without the personal planning and decision skills to cope with it.

Somewhat less visionary, perhaps, is the work of Drucker (1969) in his book the Age of Discontinuity. The thesis here is that, in many instances, attacks by the young upon depersonalization, manipulation, corporate society, and the "Establishment" are in fact reactions to the burden of decision--the decision stress with which our present society confronts them.

One could debate the observations cited for some time but at their core is a concern that the American society faces our young considering initial entry to the labor market and our middle-aged occupationally dislocated with a bewildering array of opportunities among which to choose but it does not now systematically provide such people with the "survival" skills to sort out the avenues in which they can find self-fulfillment and occupational or career stability. In essence, in a society of great technological and social complexity, self-knowledge, knowledge of educational, personal, and occupational alternatives, planning and decision-making skills differentiate between those who can act purposefully and those who are buffeted by whim, chance, and immediate gratification.

"Career" and "decision" are terms which have appeared in the professional literature of education and of counseling often in the past decade. In one sense, consciousness of these terms reflects America's status as a developed or a post-industrial society; a society in which, even in a period of economic downturn, most individuals can deliberately plan not only their immediate goal but also their intermediate and distant goals. This in no way implies that their attainment of such goals will be linear or smooth or successful. Rather it suggests that in the current American society most individuals are sufficiently beyond the tenuousness of a physical survival level that they need not seek access to work in a random or sporadic way, only being reactive to whatever is available at the moment. Theoretically, at least, they have the personal power to determine how much of themselves or their resources they want to commit to education, work, or an array of pluralistic life-styles and they express this in their approach to decision-making.

It is obvious that a society which "permits" its citizens to choose freely relative to other societies reinforces the need for individual competency to wend one's way through the various ways of dealing with the sequence of life options, traumas, and decision points which everyone is faced with. To the degree that such a condition obtains, the responsibility for what one ultimately becomes is an individual matter and, as such, places a psychological burden on people to define themselves and to express this in the choices they make. In this latter sense, as racial barriers, sexual barriers, or religious barriers to different educational and occupational opportunities are struck down both in the law and in practice, choice for such individuals becomes potentially more difficult and more complex. In other words, if a given individual is denied access to other than a few restricted educational and occupational opportunities, the choice problem is different than for the person for whom, at least theoretically, any possible option is available. The former case may be inherently unfair but what one can choose or prepare for is clear and very different than in the latter condition which may not be unfair but may be totally bewildering. The psychology of personal worth, psychological responsibility, and individual competency to affect one's own life are also different in each of these circumstances.

The Importance of Psychological Skills in Employment

The importance of achieving the outcomes previously described as survival skills in the current society can be extrapolated from a variety of research studies. Eggeman, Campbell and Garbin (1969) queried a national sample of 763 Youth Opportunity Center counselors from 48 of the 50 states about the major problems faced by youth in the transition from school to work. Eighty-six percent (686) of the counselors indicated that the major problem was job preparation. In this study job preparation was broadly defined to include inadequate training, inadequate job skills, and, more pertinent to the point being made here, lack of information about work and training opportunities, lack of knowledge of real demands of work employer expectations, lack of education requirements, and lack of prior work experiences. Slightly more than 71 percent of the counselors indicated a third ranked category of worker adjustment as vocational behavior. Included were such emphases as poor work habits (absenteeism, tardiness, etc.), inability to fill out forms and handle interviews, inability to accept supervision, inability to get along with fellow workers or to cope with real demands of work, poor attitudes toward work, etc.

Garbin, Salomone, Jackson and Ballweg (1970) analyzed worker adjustment problems of youth and concluded that youthful employees often fail on their jobs, not because they lack technical competencies, but because of the absence of skills relating to the nontechnical complex. Reubens (1974) has reported that basic literacy and good work attitudes may be more important for employment than occupational skills. She contends that an increasing number of employers already look for these qualities rather than for traditional vocational skills.

In the study by Eggeman, Campbell and Garbin (1969) previously cited 78.2 percent of the Youth Opportunity Center counselors surveyed reported that personality problems hamper youth's adjustment to the world of work. More specifically, 72 percent mentioned job-seeking and/or on-the-job behavior as a major problem. After reviewing the research of Fleishman (1968) and Ley (1966) among others as well as their own research, Garbin, et al., contended that "the basic difficulty of many youth is not that of finding a job, but in keeping one..." As a function of their research on the adjustment of 642 young workers in Columbus, New Orleans, and Omaha they found that the most difficult kinds of things that workers had to learn in job performance were reported to be: technological (46.7%); interpersonal (19.2%); personal (14.8%); and organizational (4.3%). They indicated that a preparation for work involves more than inculcating prospective workers with technological skills. In a related study, Garbin, Campbell, Jackson, and Feldman (1967) also reported survey findings which suggest that the maladjustment of secondary students in the work place may be more highly related to poor interpersonal skills than to inadequate technical skills. Garbin, Jackson, and Campbell (1968) and Stogdill (1966) reviewed research literature which tends to support the above conclusion.

The Self-Concept and Educational Achievement or Work Productivity

Implicit in these observations about the inclusion within vocational skills of interpersonal skills and other psychological work adjustments is the fact that persons need to come to terms with a variety of personal questions and with clarifying their self-concept. This has been found to be true in the public schools, in higher education, and in work settings. For example, Livingston's research (1970) has shown that:

> One reason university graduates have had so much difficulty making the transition from academic life to the world of work is that they have failed to develop in school the self-identities needed to enable them to make firm career commitments. Their formal education has not nurtured the traits of individuality, self-assurance, and responsibility or developed the attributes that would permit them to become active agents in their own career success.

At another level, Sievert (1972) has reported that shop achievement in school is related to the degree of congruency between the self-concept and the occupational concept of the subject matter; there is a positive relationship between the self-occupational congruence and shop achievement. O'Hara (1966) has demonstrated that the importance of self-understanding relates not only to occupational choice but to high school achievement as well and that these relationships increase from ninth to twelfth grades. The implication of such a correlation is that students who persist in school are those who can find meaning in what they are learning or its necessity in relation to what they want to do; those who do not find such a condition in school drop out.

After an extensive analysis of college inputs and outputs, Herr and Cramer (1968) were led to conclude:

> The importance of desiring what one has chosen rather than being at the whim of others without any personal investment in the choice is a factor in academic success. Vocational ambitions and/or appropriate goals are very important. Men and women students with identifiable educational goals--reasons which are related to why they are doing what they are doing--seem consistently to be better prepared for college than students who have no such reasons for being in college.

The research of Morrison (1962) indicates that the implementation of occupational choices in such areas as nursing and teaching are related to how persons view themselves. Korman's (1966) research has shown that the degree of personal self-esteem serves as a moderator variable in terms of the kinds of vocational choices people make. The research of Curtis and Bugental (1966) has demonstrated that there are differences in job motivations between occupational levels and between men and women. There are indications here, for example, that work is psychologically more central to men than to women and that the former are very concerned about being able to use their skills in the type of work they do whereas the latter are more likely to be concerned about having good co-workers and social conditions. It has also been found that white collar workers as compared to blue collar workers seek intrinsic satisfaction (interesting work, use of skills) rather than extrinsic satisfaction (pay, financial security, etc.)

The Status of Psychological and Technical Skills Among the Disadvantaged

The research on the importance of self-understanding, interpersonal and planning skills, positive educational and occupational attitudes extends as well to the disadvantaged persons in our society. Regardless of the euphemism currently in favor--deprived, lower class, underprivileged, poor--disadvantagement represents a condition which prevents persons from being educated to the maximum of their genetic potential or viewing work as more than something to sustain physical survival.

In describing common basic needs of all disadvantaged youth, Feck (1971) reports that they include: (1) security and stability in their environment; (2) successful educational experience; (3) recognition for achievement; (4) love and respect; (5) legal sources of finance; (6) financial management; (7) proper housing; (8) good health; (9) development of basic communication skills; (10) salable work skills; (11) an appreciation of the meaning and importance of work; (12) successfully employed or adult peer group models; (13) positive self-concepts; (14) job opportunities and qualifications; and (15) socially acceptable attitudes and behaviors. There is nothing remarkable about these needs. Most people, advantaged and disadvantaged alike, share them. However, the disadvantaged youth is less likely to achieve these needs because of environmentally imposed problems including: limited development of communication skills, lack of skills necessary for financial management, often acquired police or institutional record, lack of motivation, deficiencies in understanding procedures of all types, slow learner, lacks trust, incapable of setting long-term goals, often sets unrealistic goals, boys often lack a male role model, weakness of the capacity to defer gratification and a difficulty in orientation to the future (Amos, 1966; Margolin, 1968).

Such problems are reflected in the acquisition of basic academic skills by disadvantaged groups. An analysis of achievement tests was made in the Lindsay Unified School District of Lindsay, California, a city of 5,500 located about midway between Fresno and Bakersfield, an agricultural community with a high proportion of Mexican-Americans. In reading, 63.9 percent of the Mexican-American children were below grade level compared to 27.3 percent of the Anglo-Americans. In arithmetic, 38.7 percent of the Mexican-Americans were below grade level, compared to 20.8 percent of the Anglo-Americans. In language, the comparative percentages were 55.5 and 30.6 (National Education Association, 1970). In 1969, Galiarza, Gallegos and Samora reported that the median number of school years attained by Mexican-Americans fourteen years old and over is as follow: Arizona, 8.3; California, 9.2; Colorado, 8.7; New Mexico, 8.8, and Texas, 6.7.

Turning to the Black population, Silberman (1970) has reported that:

> In the third grade, for example, the average Black in the Metropolitan Northeast is one year behind the average White student in reading ability; by grade six, he is more than a year and a half behind; and by the twelfth grade, he is nearly three years behind the average White. He further asserts: ... In fact, virtually every firm that has attempted any large scale hiring of so-called "disadvantaged" or "unemployable" men and women has found it necessary to provide among other kinds of training, teaching basic skills of reading and computation.

In terms of other pertinent demographic characteristics, in 1973 Blacks accounted for about a fifth of the unemployed, 22 percent of those with inadequate employment and earnings, and about 16 percent of labor force participants with less than a high school education (Levitan, Johnson and Taggart, 1974). In a study in 1969 of work satisfaction, it was found that of 107 subgroups of workers broken down into such socioeconomic characteristics as sex, race, age and income, Black workers were far and away the most dissatisfied with their jobs. Thirty-seven percent expressed negative attitudes toward their jobs (Herrick, 1972).

Speaking to the matter of educational and occupational cooperations of minority disadvantaged youth, MacMichael (1974) has reported a discrepancy between very high educational aspirations of Black students (92 percent of Black high school students interviewed were certain they would finish college; 80 percent believed then parents wanted them to finish) and low occupational aspirations. For instance, 30 percent of the Black students who aspired to a college education did not aspire to a job requiring one.

Zito and Bardon (1968) examined the achievement imagery of Black adolescents in terms of how they perceived the probabilities of success and failure in both school and work. They found strong needs to achieve among this group. However, they also found that school related material tends to threaten Black adolescents with failure, even though work-related materials aroused fantasies of successful achievement of goals. The subjects in this study, discouraged as they were with their present occupation (school), looked forward to a more optimistic future (work).

The effects of student self-concept interacting with parental self-concept also needs consideration. George (1970) studied the relationship between vocational aspirations, self-concepts and vocational choices among a sample of adolescent Black males. The results provided evidence that the boys who had decided upon vocational objectives had higher self-concepts and also higher ideal selves.

LoCascio (1967) studied continuity-discontinuity in the career development among many different populations and reported that the career development of those labeled disadvantaged is more likely to be delayed or impaired than that of advantaged persons. Studies by Schmeiding and Jensen (1968) of American Indian students and by Asbury (1968) of rural disadvantaged boys support LoCascio's conclusions. Wylie (1963) has also reported that Blacks and lower-class children set estimates of their ability to do school work lower than do White and upper-class children.

In sum, the brief sample of data presented here shows that, in terms of the disadvantaged, if one neither knows what is available to choose or how to plan for it, the result is likely to be regression further into a societally dependent and personally less competent role. This, attitude is magnified when the disadvantaged child is neither helped nor expected to be able to cope with the academic tasks which largely represent entree to social mobility nor to find relationships between what one studies and its application in the larger society.

Attitudes, Values, and Job Satisfaction

Katzell's extensive overview of the research on personal values, job satisfaction, and job behavior (1964) has identified several points which tend to be replicated across the studies pertinent to these domains. They include:

1. Job satisfaction is positively associated with the degree of congruence between job conditions and personal values.

2. The more important or intense the values involved, the greater is the effect on job satisfaction of their attainment or negation.
3. Satisfaction with a given job or occupation will vary with the values of the incumbents.
4. Difference in job satisfaction among people having similar values will be associated with differences in their jobs or occupations.
5. The amount of productivity on the job varies with the extent to which productive behavior is positively associated with satisfaction.

Many other studies can be cited to make the points identified here. In sum, they state that job satisfaction is proportionate to the degree that the elements of the job satisfy the particular needs which the person feels most strongly. A great many studies have also been done which relate a worker's job satisfaction to an employer's concept of the worker's satisfactoriness or performance. Some data indicate that employees whose morale or attitude toward work is poor, who are dissatisfied, tend to be absent more frequently, have higher accident rates, or quit work more regularly. Other data tend to suggest that the dissatisfied worker uses low productivity as a form of aggression or reprisal against management. In a sense, this body of literature like those previously described views work adjustment as essentially a psychological process by which the individual interacts and comes to terms with his work environment.

Some Survival Skills in Today's Society

It is risky to pull out specific findings from a large research literature about the ways people choose, the effects upon behavior of a positive or negative self-concept, or the effects upon work adjustment of personal needs and values. I do not mean to overdraw these points here. However, I think the point that can be fairly made is that as this nation enters the last quarter of the twentieth century, certain dimensions of concern to youth and adults and which are found to underlay work commitment and adjustment must be treated systematically in education and in manpower settings rather than allowed to occur at random. I used the term "survival skills" previously to summarize a constellation of knowledge and skills which seem to be important to educational achievement, to career development, and to work satisfaction and adjustment. Included among such skills would be the following:

1. Knowledge of one's personal strengths and weaknesses, preferences, values and the skill to relate these to educational and occupational options available. The ability to make realistic self-estimates.
2. Ability to use existing exploratory resources--e.g., educational opportunities, part-time work, books, audio-visual resources, etc.--to reality-test personal characteristics and choices.
3. Knowledge of educational, occupational, social, life-style options and the skill to determine the interactions among them.
4. Ability to choose--to understand and apply the decision-making process purposefully and rationally.
5. Skill in interpersonal relationships--the ability to work cooperatively with others; understanding of worker-supervisory

relations; adaptability to different persons and conditions.

6. Employability and job-seeking skills--understanding of applications and interviewing behavior.
7. Understanding to personal roles as an employee, a customer, a client, a manager, an entrepreneur.
8. Understanding of the interdependence of the educational and occupational structures; the pathways between them, the relationship of subject matter to its application in professional, technical and vocational settings.
9. Knowledge of how to organize one's time and energy to get work done, to set priorities, to plan.
10. Ability to see oneself as some one, as a person of worth and dignity, as a basis for seeing oneself as something.

These types of survival skills are not substitutes for basic academic skills, communication and computational skills, manual dexterity and motor skills--indeed, they should enhance the importance of such skills--but they are clearly important in today's society and they can not be treated any longer as by-products of something else. They deserve direct attention in their own right.

Career Education and Career Guidance and Counseling

It is clearly the intent of the national movement in Career Education to stimulate the schools, colleges, and other social institutions to provide the survival skills just cited and others subsumed by such rubrics as career awareness, career exploration, and career preparation to all students and to many adults. Implicit in such goals is a continuing concern for helping persons seek and find meaningful relationships between education and work and their own planning. In order to do this effectively Career Education must be available on a developmental, rather than a once and done basis, throughout the life-span. And, it must provide for collaborative behavior between teachers, counselors in school and in community agencies, parents, and representatives of business or industry. Most important, perhaps, is the fact that no one group of specialists or persons can accomplish all the goals of Career Education alone but no group of specialists or program elements is more important to these goals than those inherent in career guidance and counseling. While other elements of the school, community, or family may deal with laying a broad base of career awareness or providing specific technical preparation for a chosen career, it remains the central task of career guidance and counseling to help individuals recognize their career options, understand the personal implications of these options, plan the ways by which they can integrate the educational experiences necessary to achieving favored goals, and make decisions wisely when they must be made. In sum, Career Education makes the processes and concerns of career guidance and counseling central aspects of the educational mission in today's society. Since time does not permit an expansion of the interaction between Career Development, Career Guidance and Counseling, and Career Education, I am appending as part of this testimony several reprints of articles I have written which address these issues.

Part B, Section 212

I believe strongly that Part B, Section 212, State Program Requirements, and the purposes expressed in Section 211 or Part B, outline the dimensions of Career Guidance and Counseling program which can deliver, to a much greater number of people than is now true, the types of understandings and skills which I have suggested are pertinent here. My colleagues will deal with these sections as well as Sections 102, 103, 104, and 105 and their implications in specific detail in a few moments.

The Availability of Career Guidance and Counseling

Such skills and such services as those outlined in Sections 211 and 212 are desired by Americans of different ages but the fact that they are available in less than adequate supply is attested to by a number of surveys which are worth noting.

Two decades ago, James Conant (1959) recommended the provision of career guidance for all pupils in a magnitude and character which has still not been reached in most American secondary or elementary schools. He suggested 1 counselor to 250 pupils; the effective ratio of counselors to pupils at the beginning of the 1970's is approximately 1 to 450 or 500.

Indeed, the lack of availability of career guidance in American today is rather apparent on almost any count. In 1966, Robert Campbell and his colleagues undertook a national study of the present status of guidance in public secondary schools and to compare the viewpoints of school administrators, counselors, teachers, and students on guidance issues. Some 353 high schools and 7,000 respondents (parents, teachers, students, administrators, counselors) across the nation were included in the study. Among the findings of this study were the following:

-- In most instances, the counselor was greatly overextended in attempting to fulfill guidance service expectations.

-- Counselors reported a median ratio of 380 students per counselor.

-- Seniors who had been in the same school for three or four years reported a median of four individual counseling conferences for all years. The median length of individual conference was sixteen minutes.

-- In most schools no one assumed the prime responsibility for assisting students to decide upon and enter vocational programs.

-- The services and functions expected from the guidance programs characteristically were far more than the guidance staff could be realistically expected to provide with available resources and methods.

-- Seventy-six percent of the students, 81 percent of the parents, 95 percent of principals, and 90 percent of the teachers in the sample ranked "aid in choosing an occupation" first as the guidance service which should be provided.

-- Eighty-four percent of the parents and 80 percent of the students in the sample believed that counselors should have less than 300 students per counselor.

-- Learning about the world of work and study habits counseling were least frequently checked available and most frequently checked as needed by students.

-- Although 81 percent of the students indicated that they had had an opportunity to read publications about occupations, 35 percent of them checked that the kind of job information th[illegible] wanted and needed was not readily available in their school. Sixty-three percent of the rural comprehensive and 59 percent of the rural general academic students indicated that they had not had the opportunity to read occupational information, compared to 19 percent for the four other types of school--urban or area vocational technical schools.

Other studies tend to reinforce the general accuracy of the Campbell findings. Ginzberg (1971) in his text, Career Guidance, cites calculations about one of the nation's largest school systems which indicates that a student receives an average of about one hour per year of individualized counseling in junior high school and two hours per year in senior high school making a total of nine hours over the six year span. This is a ratio of about nine hours of individual guidance to 7,200 hours of instruction during the six year period.

Speaking again to counselor-student ratios, David Armor found in the mid-1960's that there is a marked variation in student-counselor ratios across geographic regions. For instance, in the metropolitan areas of the Great Lakes he found a ratio of 1 counselor to 481 students as compared with 1 counselor per 695 students in the Middle Atlantic states.

In a study of Pupil Services for Massachusetts Schools by Gordon Liddle and Arthur Kroll (1969) it was found that counselors in secondary schools appear to have a better understanding of post-high school educational opportunities than of broad employment trends and local employment opportunities; and that a counselor may see the typical high school student two or three times a year for a thirty-minute interview.

Jacob Kauffman and his colleagues (1967) at The Pennsylvania State University have undertaken two major studies of vocational education for the U.S. Office of Education. Among their findings were that over half the vocational students, but less than one-third of those who followed an academic or general program, reported that they had never discussed their course choices with a counselor; of those who reported that they had had some formal guidance, three-quarters had a favorable estimate but vocational students were less likely to report favorably; over two-thirds of the girls and more than three-fourths of the boys who were planning to work after high school reported that they had never discussed their occupational plans with a guidance counselor.

The most recent study bearing on this matter is that conducted by Prediger, Roth, and Noeth and published in 1973 by the American College Testing Program. This was a nationwide study of student career development involving 28,298 students in the eighth, ninth, and eleventh grades in 197 schools. Among the findings were:

-- More than three-fourths of the eleventh graders in the sample would like help with career planning. The proportion of eighth graders desiring such help is almost as high.

-- Making career plans is by far the major area of need indicated by eleventh graders from a [illegible] of needs as improving study, reading, or math skills, choosing courses, discussing personal concerns, [illegible] obtaining money to continue education after high school.

-- Only 13 percent of the eleventh graders feel that they have received "a lot of help" with career planning from their school. Another 37 percent feel they have received "some help." However, half of the eleventh graders and slightly more eighth graders state that they have received little or no help with career planning.

-- An overwhelming 84 percent of the eleventh graders indicate that they can usually or almost always see a counselor when they want to which suggests in view of the earlier findings cited that the counselors, in the sample, are simply not providing help with career planning either individually or on a group basis. Certainly, time conflicts or the school's philosophy may constrain the counselors in this fashion but as noted elsewhere in this report, it appears that retraining is a critical need to improve the counselor's performance.

-- Over half of the eleventh grade girls chose occupations falling in only 3 of the 25 job families used to assess their preferences. The three were clerical and secretarial work, education and social services, nursing and human care. Seven percent of the boys prefer such occupations. Nearly half of the boys' choices fall in the technologies and trades cluster of job families in contract to only 7 percent of the girls' choices. Thus, we have a fairly dramatic example of the pervasive influence of work role stereotype related to sex which restrict unnecessarily the career options considered by both males and females.

-- With respect to job preparation, approximately 40 percent of the eleventh graders are uncertain as to whether their educational plans are in line with the occupations they are considering and approximately one-fourth are not sure if they will be able to complete the steps necessary for and enter these occupations.

On balance, the several surveys reported here tend to indicate that student expressed need for help with career planning stands in sharp contrast to the help students feel they have received. The apparent lack of student knowledge of work options and the career planning process reported in several of these studies also testifies to their need for help. Implicit in such findings is an enormous cost in time and energy, in floundering and indecision that are expensive both to individuals trying to find their place in society and, indeed, to society itself in work loss, diminished productivity, individual alienation.

I think the data which have been identified here relates to two other sections of the Career Guidance and Counseling Act of 1975 to which I would like to direct our attention at the moment: Part C and Part D.

Part C and Part D

In particular, I would like to address some parts of Sections 221, 222, and 223 which need particular emphasis. First is 221 (a)(1) which deals with upgrading counselor training programs through inservice for counselor educators. I do not believe that a sufficient proportion of the current counselor educators in America have the understanding and skills necessary to train or retrain counselors to facilitate the acquisition by their clients of the "survival skills" spoken of earlier nor are they able to speak effectively to the delivery of career guidance and counseling to populations or settings outside of the public school context. Thus, inservice to retrain counselor educators is a critical element of the maximum success of this legislation. Such retraining should be designed to equip counselor educators to put into place the specific training components outlined in Section 222. This can be done in a systems approach to such training given certain existing exemplary counselor education models. The Association for Counselor Education and Supervision is now developing a position statement dealing with "Counselor Preparation in Career Development" which when merged with the "Standards for the Preparation of Counselors and other Personnel Services Specialists" adopted by the Association last year should help in this effort. I have appended a copy of the latter for your information.

Second, I would like to point up the particular importance of Section 223, Retraining Requirements. There are, in fact, depending upon which estimate you use, some 60,000 counselors functioning now in education and in public sector agencies who need to develop the skills and understanding which underlie a significant increase in career guidance and counseling. The current employment situation for new counselors is such that I believe the most urgent matter to confront is maximizing the use of counselor education programs to upgrade the skills of the existing counselor population. As indicated earlier, upgrad [illegible] skills of counselor educators must be a part of such an effort. B [illegible] these things, I do not mean to impugn the need to reduce the counselor-pupil ratio or to produce new counselors equipped with a full range of competencies related to the needs at issue. Sections 221 and 222 speak to such possibilities and imply a quality of preservice counselor education which I believe to be a national priority. I do believe that the implied guidelines in Section 222, Training Requirements, must be strengthened in regard to the character of post-secondary educational institutions or local educational agencies receiving grants for training. The Preparation Standards I have given you might be a help in this regard. It appears that there are now in this nation, a number of higher education institutions whose means of financial survival is credentialling large numbers of counselors without the types of resources or professorial expertise high quality preparation requires. I would hope that Sections 221 and 222 do not perpetuate or stimulate such a situation further.

To return to Section 223, momentarily, I do not believe that the massive retraining requirements identified here can occur unless a specific system is effected in each State by which all school districts and agencies can rotate to specific college and university centers in that State, some portion of their counselor staff for a period of six to eight weeks or longer in order that these persons upgrade their skills in Career Guidance and Counseling. It may well be useful to include such a provision in the grant mechanisms of Part C.

Part D

I would also like to speak to Part D, Demonstration and Evaluation Purposes of the Program. The effective implementation of the expectations of this Title are vital to the long-term effects of Career Guidance and Counseling as processes important to individual fulfillment or to manpower development. We now know a good deal about the factors inherent in career development, job satisfaction, and work adjustment. We know less about the effects of different forms of intervention in relation to these factors. However, we do have a beginning base of studies which examine the short-range effects of specific counselor techniques on a limited set of criteria.

Research on Career Guidance and Counseling Effects

For example, research evidence exists that indicates that career adjustment at age 25 is related to awareness of choices to be made, information and planning bearing on choices, possessing and being able to use occupational, psychological, educational, and economic information by students while in the secondary schools (Super, 1969). Research evidence also indicates that certain career guidance techniques do help students to become competent decision-makers, to select high school courses and make post high school plans more commensurate with their abilities than students who are not so exposed (Evans and Cody, 1969; Ryan and Krumboltz, 1964; Yabroff, 1969). Other studies have indicated that guidance techniques can help students sharpen and or commit themselves on the basis of personal values. We have previously indicated that there are important relationships between job satisfaction, personal values, and productivity.

Existing research provides a fair base for understanding the effects of particular techniques on certain specific criteria, particularly those which relate to the transition from school to work and between adolescence and early adulthood. We have less research evidence about the comparative effects of different career guidance and counseling techniques upon specific criteria or upon specific career guidance and counseling techniques with adult populations or with persons of different minority backgrounds.

There is a limited amount of research about the long-range effects of guidance and counseling. There are several reasons for this condition. Longitudinal research is very expensive, it has complex logistical problems, and subjects are hard to maintain. In addition, the availability of guidance and counseling services was very restricted until about 1960. Thus, for most of its history, guidance and counseling personnel have been more concerned about providing services than studying their long-range effects.

Nevertheless, the research which does exist tends to favor the effects of counseling and guidance upon persons as compared with those who have not been so exposed. David Campbell in 1965 followed up 731 counseled and noncounseled college students who had been studied originally in 1940. The twenty-five year follow-up revealed that the counseled group demonstrated better academic achievement and accomplishment and that it did slightly better than the control group in terms of occupational achievement, income, and social contribution. If that study were repeated today, one might expect the greater understanding of behavior and the refined counselor techniques to demonstrate even more effectiveness if such were followed-up twenty-five years from now.

Jesse Gordon, of the University of Michigan, assessed in 1967 thirty-five experimental and demonstration programs funded by the U.S. Department of Labor. His report "Testing, Counseling, and Supportive Service for Disadvantaged Youth" provided several important findings pertinent to career guidance and counseling. Among them were:

-- Clients were not responsive to nondirective counseling but responded well to counselors who sought to intervene on their behalf and to help them be admitted to a training program or find a job.

-- Counseling was most successful when linked to a direct service such as job placement. In fact, until his objective situation was improved the counselee was difficult to help at all.

-- Counseling a man after he got a job was more important than counseling prior to his beginning to work. Crew leaders and others were often able to provide important support.

-- The clients were responsive to many incentives and fast results. They gained confidence when counselors were able to break their problems down so that they could master one at a time.

-- Paraprofessionals and indigenous workers (those having similar characteristics to the disadvantaged youth being served) proved to be effective counselors.

Such findings confirm that the demonstration and evaluation of career guidance and counseling is complex, in part because the characteristics and needs of individuals and groups vary and are themselves complex. While existing research results are in some instances ambiguous and contradictory, the largest weight favors the effects of career guidance and counseling upon educational achievement, job placement, and subsequent occupational adjustment.

Section 102

In fairness to the authorization of appropriations in Section 102, very little specific data exists about the direct economic returns from investing in career guidance and counseling. Since the latter operate as moderator variables upon such outcomes as persistence in education and educational achievement, accurate self-appraisal, realistic and rational choicemaking, and work adjustment, few people would argue that these are insignificant aspects of social progress or individual fulfillment but they are difficult to assess on a dollar for dollar return for investment basis.

On the other hand, if there are approximately 60,000 counselors in the schools and community agencies of this nation and each serve approximately 500 clients, a figure which is probably conservative, then we are talking about 6 dollars per person served in 1976 and 9 dollars per person in 1978. If the only other massive federal support in guidance and counseling, the National Defense Education Act of 1958 and its subsequent revisions and absorption into ESEA III, can be used as an anchor point, I do believe that the Career Guidance and Counseling Act of 1975 will change the gyroscope of counselors and provide the resources by which they can be helped to significantly contribute to the career development and work adjustment needs of our population. Whereas NDEA V-A and V-B energized a professional counselor population to serve the total educational spectrum and thereby added major quantitative growth in this area, I believe the Career Guidance and Counseling Act of 1975 can serve as a spur to renewed quality in the services provided by school counselors, by counselors in community agencies, and in their interaction with each other. I believe that the emphases in this act upon creating national leadership at a policy-making level (Sec. 103) through an office of

Career Guidance and Counseling complemented by a National Advisory Council on Career Guidance (Sec. 104) with a mandate to study career guidance programs; state leadership (Sec. 201, Sec. 211, 212); and specific training and retraining provisions for career guidance and counseling personnel can be the vehicle for bringing these vital services to the level of professional maturity which all of us seek. To the degree that such an outcome results, I believe that the quality of life for many of our people--students and workers--will be significantly enhanced.

Thank you for your kind consideration this morning.

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Mr. Chairman and Members of the Committee:

I am Norman C. Gysbers. I have been an elementary and secondary school teacher, a counselor and a Director of Guidance. Presently, I am a Counselor Educator and Professor of Education at the University of Missouri-Columbia. Professionally, I have been Editor of the Vocational Guidance Quarterly, President of the National Vocational Guidance Association and have conducted a number of national projects on career guidance, counseling and placement. I deeply appreciate the opportunity to meet with you today to share my views on career guidance in general and the Career Guidance and Counseling Act of 1975, H.R. 3993, in particular.

INTRODUCTION

In sharing my views with you I will briefly draw your attention to the needs of all youth and adults for career guidance and counseling as well as provide you with information about several career guidance and counseling programs already in operation which, in my opinion, are exemplary of the types of programs which could emerge throughout the country if the Career Guidance and Counseling Act were passed and fully funded. In addition, I will focus specifically on the Act itself and will offer perfecting suggestions to improve, extend and expand it so that the career guidance and counseling needs of all youth and adults can be met.

In presenting my views to you, it is necessary that you understand how I define the word career and why I use it with the word guidance. The traditional view has as its major focus, one aspect of an individual's life--the occupational role. To meet the challenges of today and tomorrow, this traditional view must be broadened to include the individual's total life development. While the occupational role is extremely important in the lives of individuals and full attention must be focused upon it, it cannot be viewed as something separate from the other roles (student, citizen, family member), settings (home, school, community) and events (entry job, job change, retirement) of a person's total life. And, in fact, if it is viewed from this broader perspective, the occupational role is better understood and facilitated. That is why the word career is used in career guidance. The word career focuses on all dimensions of life, not as separate entities, but as interrelated parts of the whole person over the life span. When viewed in this manner, career guidance becomes a common link among schools and public and private agencies and organizations seeking to serve all youth and adults so that duplication and waste of programs and services can be avoided.

YOUTH AND ADULT NEEDS

At this point, somebody could legitimately ask, What are the career guidance needs of youth and adults? Have these needs been identified? Answers to both questions are abundant in the literature. For example, staff members of the American College Testing Program recently completed a nationwide study in which they asked students about the status of various aspects of their career development and needs.

> One of the most striking findings of this study is the apparent receptivity of students toward help with career planning...more than three fourths of the nation's high school juniors would like such help, and the proportion is almost as high for 8th graders...If recognition of the need for help with career planning is interpreted as an indicator of readiness, then American teenagers would appear to be anxious to get on with their career development. (Prediger, Roth and Noeth, 1974, p. 98)

In another recent study, a small but representative sample of Project

Talent participants were interviewed (Flanagan, 1973). They were asked to evaluate the importance of various personal needs to their lives. They listed health and personal safety, relations with spouse, occupational role, having and raising children and understanding and appreciating self as being important. These findings, Flanagan correctly pointed out, emphasize "that we should not lose sight of the fact that there are many other things important to the quality of life of students we counsel besides occupational role. Career guidance viewed from the broader perspective of life planning is a central problem for all young people."

Concurrently, it is increasingly apparent that in today's complex world, adults also have career guidance needs. Changing occupations, once considered a symptom of instability, is now increasingly a norm for workers. Changes in job requirements, the early completion of families and the ability to work and study at the same time have encouraged the changing of occupations and life styles. While the career guidance needs of adults may vary somewhat from those of youth, the same basic themes emerge. Brown (1972) has done research on mid-life crises and suggested the following adult needs.

1. A need for clarification of personal resources, characteristics, abilities, motivation, interests, experiences;
2. A need for assistance in uncovering and dealing with personal and environmental factors potentially detrimental to satisfying and satisfactory functioning occupationally;
3. A need for help in planning and carrying out career development alternatives, in or out of the present occupation; and
4. A need for discovering a life gestalt which would overcome the tendency to compartmentalize life into conflicting segments.

MEETING YOUTH AND ADULT NEEDS

To actively counter the rapidly increasing complexities of society and the resulting intensification of youth and adult needs, career guidance must be improved, extended and expanded as an integral and central program component of education at all levels. In a recent review of national documents including government reports and congressional testimony, Bottoms, Gysbers and Pritchard (1970) identified and classified some concerns and recommendations of a wide variety of consumers and critics of career guidance programs. One aspect of their survey is summarized as follows:

1. A major recommendation found in many documents was that developmental (preventative) guidance and counseling programs, kindergarten through adulthood are needed (in contrast to only crisis or remedial guidance and counseling services) to facilitate the career development of all individuals.
2. Job placement was mentioned frequently in the references as a neglected but needed activity in a comprehensive program of guidance and counseling.
3. Many references recommended that schools should be engaged in activities to reach out to individuals who left before completing their education and/or who were not prepared for their next step. Part of such outreach efforts would include the redesigning of present home, school and community educational programs. It was recommended that guidance and counseling must be an integral part of outreach activities.
4. Concern was expressed in many of the documents about the need for follow through and linkage activities. Guidance and counseling must be expanded to include the assistance needed by individuals in entering and adjusting to their next steps educationally and/or occupationally.

NEEDED FUTURE DIRECTIONS

This review and other surveys of a similar nature continue to point to the need to improve, extend and expand career guidance and counseling programs to make them sequential and systematic, early childhood through adulthood. At this point, little can be gained from concentrating on the past. What is crucial now is to discuss, recommend and implement directions and priorities for today and tomorrow.

A primary goal of career guidance and counseling should be to assist all persons to become competent achieving individuals; to maximize their potential through the effective use and management of their own talents and their environment. To aid in the accomplishment of this goal, career guidance and counseling programs must be an integral and central part of the total educational-manpower-agency system--one that is identifiable and accountable. Career guidance and counseling must begin in elementary school and continue on a systematic and sequential basis through the school years including postsecondary vocational-technical and collegiate education into the many agencies and organizations that serve adult populations. To accomplish this career guidance and counseling must be required by legislative provision. This is in contrast to the view of some that career guidance and counseling is an ancillary service funded on a permissive basis.

Career guidance and counseling programs and processes focus on assisting all individuals in the development of self-knowledge and interpersonal skills, in obtaining life career planning competencies, in identifying and using placement resources and in gaining knowledge and understanding of life roles, settings and events, specifically those associated with the worlds of family,education, work and leisure. Individuals, their feelings of control over their environment and their own destiny,and their relations with others and institutions are of primary importance in career guidance and counseling.

The procedures for implementing career guidance and counseling programs must be based upon the nature of the populations and situations of a particular setting. First, the career guidance needs of the population(s) to be served must be stated and assigned some priority. Second, measurable objectives must be written and program activities and resources must be matched to the achievement of these planned objectives. Finally, evaluation procedures must be established and applied and the results used for continual career guidance and counseling program improvement.

The needs, goals, objectives and evaluation approach to career guidance and counseling programming provides a way of assigning specific career guidance functions, responsibilities and accountabilities to the various personnel involved in a particular work setting. This approach should reduce the possibility of misinterpretations arising concerning who does what and when. This is important since some individuals overlook the difference between the functions of career guidance and the functionaries who carry out specific career guidance activities. A clear understanding of this point is necessary because often the term career guidance is used to describe a body of content or activities in which all educational and cooperating agencies personnel participate, while at other times or even at the same time, it is still used by some as a title to describe the occupational functions of only the professionally-prepared counselor. To counteract such confusion, a clear distinction between guidance functions and guidance functionaries must be made.

The career guidance functions and responsibilities of professionally-prepared counselors as well as all other educational and agency personnel who have career guidance functions and responsibilities, need to be clearly stated. In a recent article, Gysbers and Moore (1972) suggested an approach to accomplish this goal. This approach is based on the kind of contact various personnel may have with their clientele--direct, shared and indirect. Using the needs-goals-objectives-evaluation process to determine the nature of the career guidance activities for a particular setting (school, agency), all personnel in that setting as well as those who are to cooperate with that setting would be assigned specific career guidance functions and accountabilities. The nature of the setting and the population of that setting would determine the career guidance processes to be used. Some settings will dictate the use of more short-term, immediate, problem-solving career guidance processes. In other settings, developmental processes are more appropriate. Personnel in most settings, however, will find that a combination of developmental and immediate problem-solving career guidance processes will be required. In any event, the type of career guidance processes used in a particular setting will play a part in who is assigned what functions and responsibilities.

To assure the success of career guidance programs, it is necessary to fix responsibility for program coordination and leadership. Professionally-prepared counselors should be assigned this responsibility in addition to the specific direct, shared and indirect career guidance operating functions they may carry out in working with and for the clientele of their setting. In this capacity, professionally-prepared counselors will be directly assisting their clientele to reach their goals as well as making sure that the overall career guidance program is planned, operated and evaluated in a systematic and continuous fashion.

CHANGES IN PRESENT PRACTICES:
NEW AND EMERGING CAREER GUIDANCE PROGRAMS

During the past several years, improved and extended career guidance programs have begun to emerge across the country. Such programs are the result of the dedicated leadership of counselors, State Department guidance consultants, counselor educators and the few remaining guidance specialists in the U.S. Office of Education. (In fact, it is my understanding that not a single person with a position description and title explicitly assigning career guidance counseling and placement functions and responsibilities currently is employed in the U.S. Office of Education.) Most of these programs are supported with Federal and State monies either from Title III ESEA or from the Vocational Education Act of 1963. Some are national in scope while others focus on specific populations in local communities.

National Career Guidance, Counseling and Placement Project

From July 1, 1971, until December 31, 1974, I was privileged to serve as Director of the National Career Guidance, Counseling and Placement Project conducted under VEA discretionary funds available to the Commissioner of Education. The Project's purpose was to assist each State, the District of Columbia and Puerto Rico to develop preliminary home-school-community models and guides for developing and implementing improved and extended career guidance, counseling and placement programs in local school districts. The major results of the Project were as follows:

1. The development of 44 preliminary State models and guides for career guidance, counseling and placement.
2. The involvement of all 50 States, the District of Columbia and Puerto Rico in some phase of the Project--guide development, participation in the National Training Conference, the dissemination of exemplary career guidance, counseling and placement materials and/or consultative assistance.

In addition, through a follow-up survey of the States conducted in the Fall of 1974, additional Project impact was determined to include the holding of numerous conferences and seminars at State and local levels as well as developing curriculum and audio-visual materials. For a more complete report of this Project, an Executive Summary is provided for the record.

Developmental Career Guidance Project

This Project was conceived and initiated in 1964 by Dr. George E. Leonard of Wayne State University. Its purpose was and is today to demonstrate that (1) children from lower socio-economic areas can develop more realistic occupational aspirations, (2) that these aspirations are a function of their self-concept, (3) that self-concepts can be changed by curricular implementations and available guidance personnel, (4) and the entire motivational tone of the student body can be affected positively by organizing subject matter around the vocational implications of that which is being taught. Ten project schools(K-12)on the east side of Detroit with a total student population of over 17,000 were involved.

The continuing results of the Project are impressive and substantial. They include:

1. The level of aspiration of students in experimental schools has increased significantly more than of students in control schools at all levels.
2. Students in experimental schools have shown more growth in regard to occupational knowledge and planning than students in control schools.
3. The students in experimental schools have re-examined their value structure significantly more than students in control schools.
4. Students in experimental schools have shown a more acceptable attitude towards counselors than students in control schools. Interestingly, there has not been a significant change in perception of school.
5. Students in experimental schools have perceived a greater need for professional help.

6. There has been a significant decrease in school dropouts and a significant increase in students going on for further education of all types.

A summary of the Project is provided for the record.

Mesa Arizona Comprehensive Career Guidance Program

In 1972 Mesa Arizona Public Schools initiated a Project to plan, implement and evaluate a developmental Career Guidance, Counseling and Placement program with Part D funds of Public Law 90-576. The purpose of the Project was to change the guidance program in Mesa from an administrative/crisis orientation to a developmental comprehensive program based on the needs of students. Substantial progress continues to be made in this direction. The details of the Project and its progress can be reviewed in a document "Toward Accountability: A Report on the Mesa Approach to Career Guidance, Counseling and Placement" which is submitted for the record.

Career Guidance Program, Hood River, Oregon (Jones et. al., 1973)

This program is an integral part of the total school plan. The overall purpose of the program is to aid students in establishing realistic goals by providing necessary guidance and activities to carry out a flexible and individualized total school plan. Success of the program stems from the facts that the curriculum is totally clusterized with 17 career clusters; progress with the curriculum is based on demonstrating achievement of performance objectives written for modules of the 17 career clusters; and all staff members, including the administrators, counselors, and teachers, receive special training in the area of guidance and are responsible for guiding students through their career cluster requirements.

Kimberly Guidance Program, Kimberly, Idaho (Jones et. al., 1973)

This program is an example of the type that can be implemented in a small, rural school district. Teachers aid the one counselor by including career development units in their courses. The main goal of the program is to develop a model of a guidance program to serve students in grades K-12 that is developmental in nature and includes all aspects of the school.

Job Development Program, Cleveland, Ohio (Jones et. al., 1973)

This is an alternative program offering guidance and placement assistance to students seeking employment on completion of high school. The program emphasizes: (1) guiding students to make decisions about their career goals, (2) assisting students to develop and maintain basic skills needed for their career choices, and (3) finding jobs for all graduates at the job-entry level. Success of the program stems from the fact that there has been an increased commitment of surrounding industries to helping the program achieve its objectives.

Baltimore Placement and Follow-up Program (Jones et. al., 1973)

This program is unique in that it serves all students in the city's public secondary schools. It is available both to graduates and to those who drop out; the service may be used by a graduate or dropout for as long as one year after he leaves school. Information about various work roles is provided through visiting speakers, class discussions, and instruction related to job interviews and applications. The goals of the program are to place students in jobs that are compatible with their abilities and interests, and to coordinate students' work-study experiences in school.

CAREER GUIDANCE AND COUNSELING ACT OF 1975

The presentation and discussion of a number of career guidance programs in the previous section was provided to illustrate the fact that new and emerging programs are being initiated across the country to meet the career guidance needs of all individuals. It is obvious, however, that to meet these needs, substantial additional efforts must be made to improve, extend and expand current career guidance and counseling programs and practices. The current Act, H.R. 3993 (3270), has the potential to do just that if it is passed and fully funded. To that end there is a need to examine the Act in its present form to underline and reinforce its importance and potential.

The Potential

The Career Guidance and Counseling Act of 1975 has the potential of consolidating and coordinating career guidance programs and services within and among all institutions, agencies and organizations which provide such programs and services; to provide the necessary linkages to avoid waste and duplication. The Act has the potential to accomplish this because it is structured around career development theory and practice which is based on a life long developmental emphasis, not just for some people, but for all individuals. The focus is on all individuals from early childhood through the adult years.

In addition, the principles and assumptions upon which the Act are based clearly call for comprehensive, developmental programs and services of career guidance, counseling and placement. The challenges of today and tomorrow will no longer permit fragmentation of career guidance, counseling and placement programs and services. There is an urgent need to bring it all together; to bring to bear the expertise of many thousands of guidance and counseling personnel to meet the career development needs of all individuals. The Career Guidance and Counseling Act of 1975 has the potential to do just that!

Specific Recommendations

To reach the full potential of the Act there is a need to examine it in its present form to underline and reinforce its importance in general and a number of key elements in particular. There also is a need to provide some clarifying and perfecting suggestions concerning the Act. Thus, the following specific recommendations are offered. They are not listed according to any priority. Instead they will follow the general outline of H.R. 3993 (3270).

1 - Section 101, (a)(6)(c). It is important to reinforce the emphasis of the Act on the development of all human talent including the talents of women, minorities and the handicapped.

2 - Section 101, (b)(2): The development and dissemination of occupational information for the promotion of understandings of occupational options among individuals served should be based on realistic national, State and local labor areas.

3 - Section 101, (c): The word "public" before school should be deleted wherever it appears in the Act.

4 - Section 103: The establishment of an Office of Career Guidance and Counseling is a must to accomplish the purposes and intent of the Act. For this Office to function effectively however, will require adequate leadership staff in the U.S. Office of Education and State Agencies for leadership, staff development, State and local program development and evaluation, career guidance curriculum materials development, individual assessment methods development, and occupational orientation and exploration material and activity development. In addition, adequate leadership staff at Federal and State levels will be required to permit close liaison and cooperation with other agencies, governmental and nongovernmental, which have facilities, staff, interest and action potential to enter into collaborative efforts to improve, extend and expand career guidance and counseling programs and services to all individuals to avoid duplication and waste. For example, close liaison is needed with the B.L.S. and Manpower Administration of the

U.S. Department of Labor because they are presently developing a nationwide occupational information delivery system which includes a program designed to produce occupational estimates and projections at national, state and local levels for use in career guidance and counseling and in the planning of educational programs. Finally, and most important, the leadership staff for career guidance and counseling at all levels (Federal, State and local) must be significantly involved in making the policy and management decisions which their leadership and work efforts are expected to implement.

5 - Section 105: This section provides me with the opportunity to elaborate upon several of the definitions to hopefully clarify and perfect them.

(2) Career Development: To add an additional dimension to the present definition of career development it may be useful to refer to it as "the total constellation of psychological, sociological, educational, physical, economic and change factors that combine to shape the career of any given individual."

(4) Career Guidance: I feel it is important to emphasize in context of the present definition of career guidance in the Act that career guidance should also be understood as a comprehensive, developmental, identifiable and accountable program responsible for assisting all individuals in developing positive self concepts, effective human relationships, decision making competencies, knowledge and understanding of current and potential roles, settings and events, especially those associated with family, education, work and leisure and placement competencies to aid them in the transition from one setting to another. When defined in this manner career guidance is an integral and central, but

specifically identifiable and accountable, part of the total continuing educational process. It also is important to understand that by design and operation, through the curriculum and through specialized approaches, career guidance and counseling programs sytematically organize and conduct such career guidance processes and activities for individuals such as orientation, exploration, information, appraisal, counseling, placement, follow-up, follow-through, referral and outreach, and for program improvement such as policy and planning, research and evaluation, staff development and career guidance curriculum development.

(8) Counselor: In December 1974 the APGA Board of Directors adopted a position statement on the role of the counselor in career guidance In March 1975 the position statement was adopted by the APGA Senate. This makes it an official statement of the Association. Since it can further clarify and elaborate upon the definition of counselor I am submitting a copy of it for the record.

6 - Section 221, (b): In this section it states that "such programs shall be based on the results of a comprehensive needs assessment which shall include analysis of geography, economics and local employment trends." I believe the word "local" should be clarified to mean "realistic labor market areas."

7 - Section 222: What follows is provided to further clarify and extend the present statements in Section 222 on training requirements.

> Preservice education for all individuals who will have career guidance functions and responsibilities must be improved and extended. Teachers, administrators and individuals who are in training to become professionally-prepared counselors, as well as those preparing for

paraprofessional roles in career guidance, need common experiences and opportunities to practice working together as well as training to carry out those specific functions of career guidance in which they will be involved. Particular attention should be given in preservice education to broadening the traditional behavior change techniques used by professionally-trained counselors as well as to improve and extend their ability to organize and manage these skills effectively. More specifically, preservice education should prepare professionally-trained counselors to:

a. carry out individual and institutional needs assessment programs.

b. identify and state general program goals in collaboration with the consumers of the program in terms of identified needs in relationship to the situational, individual and counselor/resource assets and constraints they find assessable in their setting.

c. translate general program goals into measurable individual and program performance objectives, establish criteria for their attainment, and state the time span necessary for their completion.

d. develop programs within the opportunities and constraints of the situation in which they will be working so that the attainment of the individual and program performance objectives will be accomplished.

e. interpret programs to educational decision-makers, other professional staff and the community at large.

8 - Section 223: Inservice education for all individuals who have career guidance functions and responsibilities including teachers, administrators, professionally-prepared counselors and paraprofessionals must be improved and extended. Because the tools and techniques of career guidance are continually being developed, revised and improved, provisions must be made at Federal, State and local levels for inservice education.

9 - Section 241: In this section I feel it is necessary to underscore the importance of a national level thrust to coordinate existing career guidance efforts, i.e., not only new and emerging systems of occupational information development and dissemination, but also to fit this and other strengthened components into the improvement,

extension and expansion of the total program of career guidance, counseling and placement at all levels.

IN SUMMARY

All of my remarks today as well as those of my colleagues have underlined the fact that there is a critical need for a clear and substantial national priority that administers a systematic, comprehensive and developmental program of career guidance, counseling and placement to meet the needs of all individuals. It is time now to bring our efforts all together.

Thank you for the opportunity to present my views to you about the career guidance needs of youth and adults and to offer recommendations concerning ways to meet these needs through expanded and improved career guidance programs from early childhood through the adult years. I would be pleased to respond to any questions you may have concerning my presentation.

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Mr. Chairman and Members of the Committee:

My name is Betty E. Knox. I have been an elementary and secondary teacher for three years, an Assistant Director of Admissions (UNC at Charlotte) for one year, and a secondary school counselor for fourteen years. From July 1, 1974 to June 30, 1975, I will be on leave of absence from Garner Senior High School in Raleigh, North Carolina, serving as the first full-time President of the American School Counselor Association (over 14,000 members) and also as President of the North Carolina Personnel and Guidance Association (over 1,200 members), a National Division and a State Branch respectively of the American Personnel and Guidance Association (over 38,000 members). APGA has a membership crossing many lines in counseling and guidance but serving a common purpose--helping our children, youth and adults to know and understand themselves and to make meaningful choices and decisions conducive to self-fulfillment and the improvement of life for all persons.

As a practitioner and elected leader among my colleagues, I sincerely appreciate and am pleased to have this opportunity to testify on the "Career Guidance and Counseling Act of 1975" and the current and long-range needs which it will fulfill for all Americans through the life span concept defined therein. My commendations to this Committee and the co-sponsors of this Act for your efforts to provide solutions to the dilemmas of our country, particularly the economic distress felt by every American.

My presence here today is to speak for and on the behalf of the professional counseling practitioners across this nation and in particular the constituency of ASCA and NCPGA, as well as the other eleven divisions and fifty-one state branches of APGA: this includes college personnel, counselor-educators and supervisors, vocational guidance personnel, school counselors (public and private elementary, junior high, secondary and post-secondary), school social workers, school psychologists, school attendance counselors, school health personnel, rehabilitation counselors, employment security commission counselors, testing coordinators, specialists in group work, minority persons in guidance and counseling and public offender counselors.

My views come from where the action is, or is not, as the case may be. I share with you things as they are on the grass roots level; where our children, youth and adults are in terms of career choice and decision needs.

The present and the future are both upon us with rapidity and change which exceed our coping powers. However, a reflection on the past history of the development of guidance and counseling in our nation is relevant to the need for the "Career Guidance and Counseling Act of 1975".

Briefly, the origin of guidance and counseling was vocational/occupational/career oriented. With the threat of the Soviet cosmonauts landing on the moon before the United States astronauts, the National Defense Education Act of 1958 came into existence through authorization and appropriation by Congress. The impact of recycling, primarily classroom teachers into counselors, began with NDEA which mandated the identification of the gifted and talented in the sciences (including math), testing and evaluation with counseling for placement in high school sciences, National Science Foundation summer programs, as well as college placement and scholarships designed for these special students. Secondary school counselors fulfilled these mandates so well that our national goal was achieved. We all know the success story of that Act when our astronauts landed on the moon in July, 1971, the first men to set foot on the moon.

As NDEA passed into history, counselors had become an integral part of school and other work settings. As changes continued to occur with greater and greater rapidity, the need to train additional professional counselors for all work settings and to retrain counselors from the NDEA days became very evident. The latter was and is needed because NDEA provisions were basically quantitative. The need for qualitative programs to serve the needs of all of our children, youth and adults continues to be expressed. (i.e.) The Legislative Committee of the North Carolina Association of School [illegible]rintendents determined through an Association poll in 1974 that pupil personnel services, in particular counseling K-12, were a top priority need in education in our state. This provided great support to funding of pupil personnel services by our General Assembly in 1974.

Additionally, the need for personnel to assist in fulfilling the guidance and counseling programs directed by professional counselors became increasingly evident. Thus, the paraprofessionals in counseling and pupil personnel services began to be provided by some local, state, and federal appropriations. (Mr. Chairman, with your permission I would like to insert as a part of the record a position statement adopted by ASCA in 1974, "The Paraprofessional in Guidance and Pupil Personnel Services". Thank you.)

The emerging, changing role of professional counselors has been a struggle in part due to the "hangover indictment" of NDEA days which presumes that counselors, in particular secondary school counselors, spend their time only with the college-bound. This is a grossly mistaken role identity. However, it can be perceived as a compliment due to the success of our efforts in fulfilling the mandates of NDEA. This serves to support the assumption that the authorization and appropriation of H.R. 3270 would also be a wise investment of our federal dollars, as it serves to support the present role of the professional counselor. The American School Counselor Association representing the counseling professional, has adopted specific role statements for four work settings: elementary, middle/junior high, secondary and post-secondary. These are being adhered to within our ranks and include a broad base of role and function with the individual and career decision very much at the core. (Mr. Chairman, with your permission, I would like to insert as a part of the record copies of: "The Unique Role of the Elementary School Counselor", "The Unique Role of the Middle/Junior High School Counselor", "The Role of the Secondary School Counselor", "The Role and Function of Post-Secondary Counseling", "Counseling and Guidance Program: Staffing Needs and Responsibilties", all statements by ASCA. "Redefinition of the Role and Function of the Professional Counselor", a statement by NCPGA, and "Meet School Counselors", a brochure by ASCA. Thank you.)

From my vantage point, I feel a need to share with you the necessity for the specificity of this Act in terms of the role of the professional counselor. In previously authorized and appropriated legislation, specifically occupational education, counselors have lacked the opportunity for input directly or indirectly in those areas most definitely identified as counseling. Thus, it is highly incumbent upon Congress to insure the role of the counselor in this Act. Counselors need assistance and support in coping with the problems encountered in implementing effective programs designed to enable persons in the transition from school to work (career). This addresses the dilemma of a number of counselors encumbered with responsibilities unrelated to the implementation of career guidance and counseling programs. The provisions of this Act would greatly assist in the assurance of counselors implementing such programs. (Mr. Chairman, with your permission, I would like to insert as a part of the record an ASCA position statement, "Teacher-Counselor Working Relationships in Career Education". Thank you.)

There are a number of effective career guidance and counseling programs and projects going on in our nation. Dr. Herr and Dr. Gysbers documented a number of these in their testimony. A key factor in these programs is the training and retraining of the professional counselor. We as professional counselors have the competencies to deliver the programs in career guidance and counseling. The average age of counselors is thirty-five years but is becoming lower. In the best estimates of the American School Counselor Association, of the approximately 60,000 professional counselors in our nation, one-third to one-half are very much in need of some re-training, re-tooling and greater awareness to upgrade their skills. Most counselors completed training prior to 1970, a number over ten years ago. Very few opportunities to be upgraded are available. This must be provided on a continuing basis due to the rapid, ever-changing world of work and the economic picture. Further, our state and local education agencies have not only the personnel, but also the delivery systems for implementing the provisions of this Act.

This new legislation is needed because it will provide for the utilization of our human resources, the real answer to our economic distress. Alvin Toffler quite vividly portrays the future shock of the accelerative thrust of change which we are now experiencing and further reflects on our coping capabilities in his theory of our over industrialized nation and what he calls the "eco spasm". In such perilously uncertain economic times as 1975, it is incumbent upon our nation to utilize to the fullest extent our human resources which already exist and to provide for career entry, reentry, and career progression over the life span. This supports the total life development concept expressed in Dr. Gysbers' testimony.

An all time high in unemployment, the extremely high crime rate, the increase in mental illness, the lack of physical endurance, the drug abuse (including alcohol), the deterioration of the American family, the constant seeking of escape mechanisms from the daily coping with life in the 70's, the apparent rapid consumption of our natural resources, are among the many needs persons of all ages face in one form or another. May we focus on unemployment today in our nation. The need for retraining of persons whose jobs have become obsolete is tantamount to survival and requires adequate career counseling. Placement following retraining through career counseling will serve to lower the unemployment and food stamp lines as well as place back in our work force persons who want and need to work, not only for monetary (economic) reasons, but also for the acquisition and/or maintenance of a positive self-image. The latter is necessary for self-fulfillment, one of the purposes of this Act.

The crime rate as well as unemployment should drop when persons are constructively, productively and positively occupied in careers which are relevant and meaningful to the individual's talents and abilities. The results will be felt collectively by our nation and the rest of the world.

Through programs for retraining professional counselors who provide guidance and counseling over the life span, the investments as would be authorized through this Act, in our human resources rather than in industry, business, government, foreign aid, etc. will serve to offset our increasing economic distress more than any other authorizations which the 94th Congress can make. Let us begin investing more in persons, human beings, rather than things; let us de-industrialize, if necessary.

Our national budget should reflect greater emphasis on utilization of our vast human resources through such grants as are provided for in Part B, Section 211 of H.R. 3270. The sixteen purposes stated therein are crucial to our children, youth and adults in assuring that the whole educational system of this nation is more worthwhile because of the career choices and decisions of our people.

This Act provides for a developmental approach through programs and delivery systems. An example of such a very successful approach can be seen in the "Mesa (Arizona) Approach to Career Guidance, Counseling and Placement." Dr. Gysbers, one of our testifiers today, serves as one of the national advisory consultants for the Mesa approach and can speak quite knowledgeably on the accountability of this project.

This Act further provides for and assures cooperative efforts among all agencies providing services through career guidance and counseling programs. This kind of approach is economical and will cause less waste of time and effort as we work cooperatively together. Effective career guidance and counseling programs and services are going on in our nation as previously pointed out. However, only a small percentage of our children, youth and adults are being affected. Therefore, a national thrust through organized, well-planned and implemented programs will serve larger proportions of our population.

Research studies are cited in the testimony of my colleagues here today which indicate the desire as well as the need expressed by persons of all ages for assistance in career decisions. However, minority groups continue to have the greatest need as indicated by studies of racial, economically depressed, ethnic and female groups, in terms of life time employment. Awareness of career opportunities stands high on the list of their needs. Those who counsel these persons must have the awareness of career opportunities in order to provide adequate career guidance and counseling.

Career guidance and counseling is more than just providing information (i.e.) hands on experiences, field trips, employment while still in school. An example of a career education project in my own school system, the Apex Project, encompassed the above provisions and opportunities and had guidance and counseling at the core of the project. This project involved the entire community and grades K-12 in the Apex district. Unfortunately, the funding was not renewed in order for the project to mature.

Mr. Chairman and committee members, education is afflicted with such examples as the Apex Project and other programs to which we give birth and nurture to varying degrees but never to maturity. Thus, we continually abort programs and projects due to lack of continued appropriations (local, state and federal) on which we must depend for providing educational growth and development. It appears that education cannot withstand this continued abortion and thus it is even more incumbent upon our local, state and federal governments to support the total life development programs and services on a long-term basis,such as this Act being addressed here today.

Just as we support recycling "things", let us see the rationale for recycling our valuable human resources!

This opportunity to share with you our needs and concerns is greatly appreciated. We sincerely request your favorable consideration. If you need additional information, we will be pleased to provide any you may find useful in your deliberations. Thank you.

New York City Personnel and Guidance Association, Inc.
New York City Branch N.Y.S.P.G.A.
A.P.G.A.

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Agencies — Henie Parish
U.F.T. — Dorothy Popper
State Education Dep't — Michael Savage

May 8, 1975

Hon. Claiborne Pell
325 Russell
U.S. Senate
Washington, D.C. 20510

Dear Senator Pell:

As President of the New York City Personnel and Guidance Association, which represents more than one thousand guidance counselors and pupil personnel workers in the New York City area, and as Legislative Co-Chairman of the Large City Directors of Guidance, I should like to urge your support of the Career Guidance and Counseling Act of 1975, S. 940.

This legislation would provide our boys and girls with the skilled counseling help which they need in selecting their future careers and preparing for meaningful employment. Society can ill afford the human waste which results from misdirected efforts and frustrated aspirations.

At the present time, most large cities are facing serious budgetary problems and do not have the wherewithal to finance vitally needed career guidance services. Therefore we are looking to the Senate for urgently needed support in this vital area.

We particularly support the creation of an Office of Career Guidance on the federal level, as well as funding for in-service and pre-service training, and the provision of career counseling services to our youth.

Very sincerely yours,
Daisy K. Shaw
Daisy K. Shaw
Director

PRESIDENT
Betty E. Knox
5100 Sandlewood Drive
Raleigh, NC 27609

PRESIDENT ELECT
Donald W. Severson
1110 Valley Stream Drive
Madison, WI 53711

PAST-PRESIDENT
Nellene D. Marsh
P.O. Box 199
Los Alamos, NM 87544

The Largest Division of American Personnel and Guidance Association

JUN 13 1975

June 10, 1975

Senator Claiborne Pell
U. S. Senate
Russell Senate Office Building-Room 325
Washington, DC 20510

Dear Senator Pell:

It has been my privilege and pleasure to work on the "Career Guidance and Counseling Act of 1975" (S 940) since it originated early last fall. You have heard testimony from our executive staff of APGA. Three of us as members presented the 2½ hours of testimony before the House Subcommittee on Elementary, Secondary, and Vocational Education on April 10th. We have been pleased with the reception of this innovative approach to guidance and counseling.

At our [redacted] convention in March, 1975, held in New York City, delegates from across this nation served in the ASCA Delegate Assembly. This dedicated and committed body sought to address issues and concerns on behalf of our profession and those whom we serve. Of crucial concern to the delegates was the "Career Guidance and Counseling Act of 1975." Input was provided which I incorporated into the testimony which I presented to said committee on April 10th. At this time, I would like to reiterate the official action of that body which stated "That the ASCA Delegate Assembly go on record in support of the 'Career Guidance and Counseling Act of 1975' and that this be communicated as action by this body representing the counselors of America." I request that you share this with your colleagues as may be useful to the passage of this Act. We sincerely thank you for your very strong support and sponsorship thus far. If I may be of further assistance, please feel free to contact me.

My very best wishes to you as you so diligently proceed with your many tasks.

Sincerely,

Betty E. Knox

(Mrs.) Betty E. Knox
ASCA President

cc: Donald W. Severson, Marilyn G. Gannon, Dr. Charles Lewis,
Dr. P. J. McDonough, Dr. William Erpenbach, Dr. Craig Phillips

American School Counselor Association 1607 NEW HAMPSHIRE AVENUE, N.W.
WASHINGTON, D.C. 20009 PHONE AC 202 483-4633

STATE OF NEW MEXICO
DEPARTMENT OF EDUCATION — EDUCATION BUILDING
SANTA FE - 87501

LEONARD J. DE LAYO
SUPERINTENDENT OF PUBLIC INSTRUCTION

May 27, 1975

Senator Claiborne Pell
U.S. Senate
Russell Senate Office Building--Room 325
Washington, D.C. 20510

Dear Senator Pell:

"The Career Guidance and Counseling Act of 1975" H.R. 3270 was reintroduced this session of Congress, and is currently under committee review. As the Director of Guidance Services for the Department of Education, I would like to detail for you why we feel this is an excellent bill and definitely merits your vote for passage as soon as possible.

Although the bill does provide funds for Departments such as ours, we feel the overriding concern and emphasis of the bill upon school-community needs and local educational involvement is the highpoint of the legislation. In addition to this local emphasis, the bill at last establishes an office at the USOE to monitor career guidance and counseling programs at a Federal level. The absence of such an office, when communities, students, educators and others are calling for leadership from the guidance and counseling community is inexcusable. Because the bill calls for "career development over the life span for all individuals" it provides the vehicle for comprehensive guidance and counseling involvement with students, former students, adults, and retirees. In the past, because school counselors work with students, and Employment, DVR, or other agency counselors work with adults & non-students, services on a continuum have not existed. HR 3270 provides for the involvement and close interaction of school counselors with youth, and adults of all ages.

The specific program portions of the bill which we find admirable are: the funds for pre-service and inservice education of counselors to the life-career model: counseling over the lifespan. Grants to SEA's and LEA's based upon community advisory committees, and needs assessment based programs, are integral to effective guidance and counseling.

Senator Claiborne Pell
May 27, 1975
Page 2

It insures community involvement and the meeting of community-school needs at every level. With our cross-cultural communities in New Mexico this is essential: as what is good for Tucumcari is not necessarily what is good for Taos. Because the bill emphasizes extra-school involvement of the guidance and counseling program (close liaison with business, community, etc.) it will be possible to provide continuous services to persons in and out of school. This includes people entering the career world the first time (at 16 or 46) as well as those changing careers, seeking reemployment, or reeducation opportunities in professional or technical areas.

In conclusion, I have included some of the specific wording of the bill which we feel shows its merit. The legislation provides "career counseling for all youth & adults", "career followup and followthrough", services for "second careerists, individuals entering the job market late in life", "services of paraprofessionals" so that we can avoid the idea that only "certified" counselors can provide service, and finally, "career resource centers for out of school individuals". In short, the bill provides comprehensive program, funding training, material resources, and personnel so that people can get the type of career assistance they need from the guidance and counseling community, no matter where they are in the educational or work system.

I urge you to support this bill to the fullest, urge your colleagues to vote for it at all levels, and to fund it at the requested amounts. Too often educators and counselors are called on to provide excellent programs with meagre funding; please do not expect us to be able to continue to do that with any kind of results.

Sincerely,

Carol Nordengren

Carol Sue Nordengren
Director, Guidance Services

CSN:sst

SPECIAL SCHOOL DISTRICT NO. 1
MINNEAPOLIS PUBLIC SCHOOLS
AN EQUAL OPPORTUNITY EMPLOYER

CAREER EDUCATION PROJECT

ANWATIN LEARNING CENTER
Room 532
256 Upton Avenue South
Minneapolis, Minnesota 55405

May 19, 1975

Senator Quentin Burdick
Senate Office Building
Washington, D. C. 20515

Dear Senator Burdick:

I am writing to support H.R. 3270 which I consider to be a very positive piece of legislation. The Career Guidance and Counseling Act of 1975 provides for:

1) training and re-training for counselors
2) evaluation and assessment
3) separate office for career guidance
4) the initiation, implementation and/or improvement for career guidance and counseling programs for all individuals of all ages in all communities
5) a national advisory council
6) the list of 16 potential areas (as enclosed) through established state career offices.

From my experience with career education and career guidance, I have found them to be viable, constructive and contributing elements that can be infused into the existing educational structure. With the rapid rate of change, it has become increasingly difficult for our students to make wise choices appropriate to their needs and abilities. Too often, the lack of direction, awareness of alternatives, and confusion has led students to drop out physically and psychologically. I do hope that you will take time to review the bill and give it your attention and support when it is discussed.

Senator Burdick, please tell Ann that I have no crop failures to complain about so I chose instead to contact you on a more positive note.

Most sincerely yours,

Gail Tronnes

Gail Anderson Tronnes
Career Specialist
Minneapolis Public Schools
Governmental Relations Chairperson
City of Minneapolis Educational Association

GAT:ek
enclosure

STATE CAREER DEVELOPMENT GUIDANCE AND COUNSELING PROGRAMS

1) Initiation, implementation and improvement of professional career guidance and counseling programs and activities

2) Promotion of career development over the lifespan (early childhood through adulthood) for all individuals

3) Promotion of a greater understanding of educational and career options

4) Providing for self and career awareness, planning and preparation

5) Providing career counseling for all children, youth and adults

6) Providing for training in career decision-making

7) Improvement and expansion of information available on educational, avocational and career opportunities

8) Providing for educational and job placement

9) Providing career follow-up and follow-through

10) Serving the special counseling needs of second careerists, [illegible] entering the job market late in life, the handicapped, individua[illegible] economically depressed communities or areas and early retirees

11) identification and promotion of exemplary programs which infuse ca[illegible] guidance and counseling into curriculums

12) establishment of career resource centers in communities for out-of-school individuals

13) providing supportive media equipment and materials

14) providing professional, trained counselors for assignment in overall career guidance program coordination and leadership functions in local, State and Federal career education activities

15) providing adequate leadership staff for career guidance and counseling implementation at Federal, State and local levels

16) providing for the services of paraprofessional and other supportive staff

146 Sprague Avenue
Warwick, Rhode Island 02889
May 18, 1975

RHODE ISLAND PERSONNEL AND GUIDANCE ASSOCIATION 1960

Rhode Island Personnel and Guidance Association

Senator Claiborne Pell
United States Senate
Washington, D.C

Dear Senator Pell:

Just a note to tell you that our 300 members, representing school guidance counselors throughout Rhode Island, are appreciative of your efforts in introducing the 1975 Career Guidance and Counseling Act in the Senate.

We are most anxious to develop Federal support categorically on behalf of improved career guidance and counselling and I hope that your enthusiasm and concern on behalf of this Act will continue.

Thank you again for your continued efforts on behalf of education, and especially on behalf of the Career Guidance and Counseling Act of 1975.

Sincerely yours,
Stuart C. Ellen, President

TESTIMONY

REGARDING
PROPOSED LEGISLATION AFFECTING
VOCATIONAL AND TECHNICAL EDUCATION

PRESENTED TO

SUBCOMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
APRIL 11, 1975

by

John D. Rowlett
Vice President for Academic
Affairs and Research and
Dean of the Facilities
Eastern Kentucky University
Richmond, Kentucky

ON BEHALF OF THE

AMERICAN ASSOCIATION OF
STATE COLLEGES AND UNIVERSITIES

WASHINGTON, D. C.

Mr. Chairman and members of the Committee: My name is John D. Rowlett and I serve as Vice President for Academic Affairs and Research and Dean of the Faculties at Eastern Kentucky University. I am pleased to have this opportunity on behalf of the American Association of State Colleges and Universities to present testimony regarding pending legislation in vocational education with particular emphasis on proposed changes dealing with the funding of post-secondary programs.

Mr. Chairman, under your leadership the Vocational Education Act of 1963 became a public law, one that broke with many of the traditions of the past. It was a piece of landmark legislation that provided extraordinary opportunities for those serving in leadership roles in vocational and technical education to transform old programs and to create new programs consistent and attuned to the problems and needs of the present rather than the past. It implored us to take stock of the strengths and weaknesses of our vocational and technical programs and to use a broad philosophical base in conceptualizing and implementing programs to prepare individuals for gainful employment. The subtilities of the legislation were perhaps as important as the more obvious changes. I would call your attention to the fact that prior to the Vocational Education Act of 1963, "fundable" programs were to be of "less-than-college grade", and the substitution in that Act of the concept of "less-than-baccalaureate level programs" was more than a change in wording. This change in language clearly recognized that there is a variety of post-secondary institutions, among them community colleges and four year colleges and universities, that offer post-secondary technical programs, typically at the associate degree level, and that programs of this type are fully eligible and deserving of financial support. The congressional intent, as we interpret it, was to place funding priorities on the *merit of programs*, *not* the *type* or *kind* of institution in which the programs were located. This was a laudable goal, but in practice it has worked very poorly. In a very practical sense, these funds are still largely directed to institutions, and four year colleges and universities with eligible programs rarely receive the financial support that was clearly intended by the Vocational Education Act of 1963.

Congressman Perkins, you know first-hand because you have observed our institution in operation, that Eastern Kentucky University took seriously the challenge and the mandate of the 1963 Act to develop high quality technical programs at the associate degree level. In March of 1965 President Robert R. Martin proposed to our Board of Regents a plan to organize, along with the more traditional colleges, a College of Applied Arts and Technology which would house a number of technical programs, including a variety of associate degree technical programs. This was a highly imaginative plan and one that has been emulated by a number of four year colleges and universities. It was a plan developed not [illegible] response to declining enrollments in teacher education or other program areas; in fact, it was initiated during that period in higher education when enrollments were expanding at a rapid rate. It provided alternative programs of study for students, programs carefully keyed to existing and projected employment opportunities.

We began to offer these programs of instruction in 1965, and with the granting of university status in 1966, we were prepared to move ahead with the further development and expansion of these programs. We enrolled 195 students in six associate degree programs in 1965. In the fall of 1974, we enrolled 1863 students in more than forty associate degree programs or options. To put it another way, in 1965 approximately 2.8 per cent of our students were enrolled in associate degree programs; in the fall of 1974, approximately 15 per cent of the 12,571 students enrolled at the University were pursuing associate degree programs. The breadth of our associate degree programs in nursing, law enforcement, corrections, business, medical records, medical assisting, industrial technology, recreation, medical laboratory technician, geological technician, agriculture, dietetics technology, food service technology, to cite examples of our programs, has been attractive to both full-time and part-time students. That these students persist and complete degrees is evident in the table below:

EASTERN KENTUCKY UNIVERSITY
Associate of Arts Degrees Awarded

Year	Total Number of Degrees Awarded	Percentage of Increase Over Previous Year
1966	11	0
1967	33	200%
1968	62	87%
1969	81	30%
1970	112	38%
1971	143	27%
1972	173	20%
1973	255	47%
1974	286	12%
Total	1156	

% increase 1970-1974 (112 vs 286) 155%

% increase 1968-1974 (62 vs 286) 361%

Another way in which to examine the associate degree productivity and the important role which four-year publically supported institutions of higher education contribute is to compare this productivity in terms of the total degrees earned within the state. In 1973, the last year complete data were available, a total of 1370 associate degrees were awarded within the Commonwealth of Kentucky. Of this number, 645 or 47 per cent of all associate of arts degrees awarded were granted by the public four-year colleges and universities. The 13 University of Kentucky community colleges awarded 48 per cent, while private two and four-year institutions accounted for the remaining 5 per cent of the degrees awarded. Within this context, Eastern Kentucky University granted 19 per cent of all associate of arts degrees in Kentucky and awarded 40 per cent of the associate degrees granted by the state's 8 public four-year institutions. It is significant to note that Eastern Kentucky University awarded a total of 255 such degrees during 1973 making it the largest single producer in the Commonwealth.

Today, associate degree programs may be found in all of the upper division colleges of the University: Arts and Sciences, Applied Arts and Technology, Business, Education, and Law Enforcement. We do not have special faculties or laboratories or courses for students pursuing associate degree programs. The students are enrolled in classes with other students who are pursuing baccalaureate degrees. The difference is in the educational objective of the student, and the packaging of existing university courses into a two-year sequence leading not only to an associate degree, but to skills and knowledge that are valued in the labor market. Even today the graduates of our associate degree programs are finding ample employment opportunities.

I should point out that we do not regard our associate degree programs as "terminal" in the sense that a graduate would have difficulty transferring credits earned to a baccalaureate program. At Eastern Kentucky University we have carefully provided, through the career ladder concept, for ease of transition of the associate degree graduate into a baccalaureate program in the same general field of study. The typical student (nursing is an exception) can make this transition without the loss of a single credit. And the career ladder concept works. For example, the current Chief of Police in one of the large cities in the South earned an A.A. degree at Eastern while serving as a policeman and attending school part-time. He later earned baccalaureate and graduate degrees at Eastern and is presently enrolled part-time, I am told, in a doctoral program. For him, the career ladder extends from the associate degree to the Ph.D. I could cite similar examples in other fields but this one, I believe, makes the point.

Even though we have over 1800 full and part-time students enrolled in associate degree programs that meet the criteria for funding under the 1963 Act and subsequent amendments, we have been receiving less than $53,000, annually, in post-secondary vocational technical funds in support of these programs. This is less than thirty dollars per student per year. And this funding level is generous in comparison to that received by comparable institutions in many states for all too often their support level is zero. I do not believe that this is what the Congress intended, and I do not believe that this is what you intented, Mr. Chairman, in the development and passage of the Vocational Education Act of 1963 and the subsequent amendments. I believe the intent was to provide support for programs of merit and quality irrespective of the type of institution - whether it be an area vocational school, a technical institute, a community college, or a four year college or university. This is a common sense conclusion, but funding along these lines has not been commonplace. The proposed legislation under consideration deals with this issue, and I will return to it later.

Mr. Chairman, you are familiar with the studies conducted by Eastern Kentucky University in 1967 and 1971, in cooperation with the National Association of State Universities and Land Grant Colleges and the American Association of State Colleges and Universities. These studies have enabled us to get a picture of the extent to which public four-year colleges and universities are involved in offering programs of less-than baccalaureate level.

In 1967 (with 76.8 per cent of eligible institutions responding) we found 114 institutions offering 619 less-than baccalaureate level programs enrolling 31,551 students.

In 1971 (with 79.6 per cent of eligible institutions responding) we found 142 institutions offering 1097 less-than baccalaureate level programs enrolling 57,145 students.

The number of programs, institutions, and enrollments in the 1967 and 1971 studies are obviously low since 23.2 per cent of the institutions in the 1967 study did not respond, and 20.4% did not respond in the 1971 study.

We are presently involved in a similar study and questionnaires have been sent to 435 eligible institutions and 60.9% have responded to date. The data received thus far indicate a deepening commitment of public four-year colleges and universities to less-than baccalaureate level programs. If we can, through follow-up, secure a response approaching one hundred per cent, I believe the data will show nearly 2,000 programs in operation on public four-year college and university campuses, with enrollments approaching 90,000 students. Furthermore, I predict that the data will show that over 100 AASCU institutions will be offering approximately 1500 of these programs enrolling about 55,000 students. These are statistics that cannot be ignored, and yet, they are ignored, generally, when federal tax dollars are distributed for the support of post-secondary technical programs. This is a gross inequity, and I trust that the legislation under consideration will face this issue directly.

The American Association of State Colleges and Universities is vitally concerned about the direction of pending legislation affecting vocational and technical education as expressed in the following:

I. A Summary of American Association of State Colleges and Universities Recommendations.

1. Agreement with the American Association of Community and Junior Colleges (AACJC) on the need for a considerably larger post-secondary set aside in federal Vocational Education Act funds.

2. Agreement with AACJC on the need for administering the federal funds through a separate post-secondary state board.

3. Strong disagreement with AACJC that 75 per cent of available post-secondary funds should be set aside for community colleges only, or for any other type of institution, regardless of their contribution.

4. A belief that the fairest, simplest, and least expensive way to allocate post-secondary funds within each state is in the form of program support on a per-student basis. Those institutions which offer the programs would receive the funds -- whether post-secondary area schools, community colleges, or four-year college. Perhaps 20 per cent of available funds might be set aside for special purposes and to increase access, opportunity and choice.

5. A belief that the section of the law calling for an annual study on possible duplication of vocational education programs, which has been ignored, should be implemented by Congressional action.

6. Other technical amendments. Some will relate to teacher education, research, and curriculum development areas in which state colleges and universities are now making a major contribution to vocational education.

II. Forward: The Present State College Contribution to Vocational Education

The American Association of State Colleges and Universities (AASCU) includes in its membership 316 colleges and universities which together enroll about 2,000,000 students--about one-fourth of all college students.

These colleges have a strong and growing interest in vocational and occupational education. A 1971 survey conducted by AASCU in cooperation with the National Association of State Universities and Land-grant Colleges revealed that more than 57,000 students were enrolled in more than 1,000 occupational programs at these colleges. A new survey which will be available soon, conducted by Eastern Kentucky University as was the 1971 survey, will show much larger enrollments in these less-than baccalaureate programs.

Courses offered include a wide variety of occupational fields which lead to immediate employment--from secretarial and business-related, through agriculture, health and nursing, drafting, electronics, law enforcement, automative, many technological areas, transportation, and others.

These institutions are making a major national contribution to the training of students in occupational fields--both full-time and part-time students. Yet they have been almost entirely excluded from funding under the federal Vocational Education Act--not by federal law, which states that they are eligible, but by the funding priorities and policies of state vocational education boards. In some cases, expensive new programs have been created in other kinds of institutions, duplicating programs already available at state colleges.

It is our belief that Congress should change the direction of the Vocational Education Act--make it more responsive to growing manpower needs at the post-secondary level, and assure that funds go to all institutions which are providing the programs which the Vocational Education Act is intended to help "maintain, extend, and improve", to cite Part A of the Act.

III. Major Recommendations

On many issues, AASCU finds itself in agreement with the bill which was filed in 1974 by the American Association of Community and Junior Colleges

(AACJC) and the similar bill to be filed in 1975. There are, however, some important differences between the bills, largely involving the emphasis which AACJC has given to setting aside a very large share of all available post-secondary funds for community colleges alone.

Here are some major AASCU recommendations:

1. Post-secondary set-aside. AASCU agrees with the AACJC bill that modern manpower needs, and the need to help train an older population (including adults on both a full-time and part-time basis) makes it desirable to set aside more than the present 15 per cent minimum for the post-secondary level. It is our understanding that the actual percentage spent for the post-secondary level has risen to a national average of 24 per cent, but that this varies greatly from state to state.

   We suggest, as in the AACJC bill, that a minimum of 40 per cent be set aside for the post-secondary level, that 40 per cent also be set aside for the secondary level, and that the remaining 20 per cent be allocated between the two levels at the discretion of a special state board convened for that purpose.

2. Separate post-secondary state boards. Present law and practice places administration of the Vocational Education Act in state elementary-secondary boards in all but three states--Wisconsin, Washington, and Colorado. (It is our understanding that Wisconsin has a separate board for vocational education on (both secondary and post-secondary) and that Washington and Colorado have boards which administer both vocational education and community college education.)

   The AACJC bill would encourage but not mandate separate state post-secondary boards. It is our belief that separate boards should be mandatory. The needs of post-secondary education require the attention of specialists in that field, who can deal with post-secondary vocational education in the context of overall post-secondary and adult education needs as well as manpower needs at that level.

3. Community college set-aside. The AACJC bill, in its 1975 version, would set aside 75 per cent of all available post-secondary funds for community colleges only. Community colleges would be defined as to exclude any part of any four-year college as well as any branch of a four-year college which is not separately accredited.

   This would mean that almost all of the less-than baccalaureate level programs enrolling tens of thousands of students at four-year institutions would be ineligible for support.

   AASCU at its annual convention in November reaffirmed its belief that federal funds intended for a particular national purpose should not be set aside on an arbitrary basis for one type of institution, but should go to all institutions which provide federally eligible programs.

There is no reason in terms of national priorities why large groups of institutions, whether four-year colleges or area schools, should be excluded from such programs. Indeed, community colleges themselves have been excluded in some states from the Vocational Education Act.

The 75 per cent set-aside is a key difference between the AACJC bill and AASCU's recommendations.

4. Per-student funding. Because the present law is wholly discretionary, the state vocational education boards can fund or not fund any institution or type of institution. In some states, they have chosen not to fund community colleges or area schools; in almost all states, they have chosen not to support four-year college programs.

It is our belief that the fairest, simplest, and least expensive way to support post-secondary programs is on a per-student basis--to provide funds for programs on the basis of enrollment. In this way, those institutions which offer the programs which meet federal criteria--whether community colleges, area schools, or four-year colleges--will be supported on the basis of performance--what they are actually doing to meet the federal purpose. If they increase their offerings proportionately, they will receive more funding.

Any other system involves some kind of project grant or proposal system. The experience of institutions with project grants and proposals for major on-going programs has been a most unsatisfactory one. Such systems, especially if administered by a secondary-school board unfamiliar with post-secondary education, can be discriminatory, as well as expensive to administer and difficult to monitor on either the state or federal level.

A project grant system can be a "phony" one, in which proposals or requests are required but funds are given out on a pro forma basis or on a discretionary basis unrelated to merit or to meeting real manpower needs. If the grant system is to work fairly, it requires an elaborate and expensive system of peer review (including readers of proposals from every sector of post-secondary education), highly qualified and unbiased staff familiar with the post-secondary level, careful attention from the state board, a well-worked-out appeals procedure (including appeals to the federal level), etc.

Further, it is difficult for the federal government, either on the executive or legislative side, to monitor a project grant system and to determine whether federal purposes are actually being served--as the recent GAO report on vocational education demonstrates.

The AACJC bill does not require per-student support; this is a second key difference between that bill and the AASCU approach.

It might be best to spend perhaps 80 per cent of available post-secondary funds on a per-student basis, and to give out the remaining 20 per cent on a project grant basis to meet special needs, increase access and expand opportunity and choice, etc.

5. National studies of duplication. We call to the attention of Congress a key section of the Vocational Education Amendments of 1968 which has never been implemented. This section could help provide vital information which Congress needs as it considers amendments to the Act, especially at the post-secondary level.

   Section 104 (a) (5) of the law, relating to the National Advisory Council, mandates an annual review and report on the extent of duplication of vocational education programs at the post-secondary and adult levels in every state, by the National Advisory Council. This report is to be made annually to the Secretary of HEW. In making the report, the Council is to call on persons in each state familiar with adult and post-secondary education "from schools, junior colleges, technical institutes, and institutions of higher education, as well as from state boards of education, state junior college boards, and state borads of higher education, and persons familiar with area schools, labor, business, and industry, accrediting commissions, proprietary institutions, and manpower programs."

   It is our understanding that in the years since the 1968 Act the National Advisory Council has ignored this section, except for one year in which a partial report was made. It is also our understanding that representatives of higher education and others in each state have never been called on, as is mandated in the statute.

   We hope therefore that the Congress will inquire as to why this part of the law has not been carried out, and ask that it be carried out in 1975 and later years. The information it calls for, if gathered immediately from the 50 states, could be essential to Congress right now in its work.

6. Technical amendments. AASCU also wishes to propose a number of technical amendments which, in our view, would help to assure full participation by four-year colleges in the Vocational Education Act. These amendments, among other purposes, should mandate participation of four-year colleges on the National Advisory Council and state advisory

> councils (and local councils if they are established, as suggested in the AACJC bill), and should otherwise permit much fuller participation of four-year colleges in the program.
>
> Four-year colleges now provide vocational teacher education, which is in part federally funded either under the Vocational Education Act or the Education Professions Development Act, Part F. We have a considerable interest in continuing these programs. We are also most interested in continuing to work with vocational educators in the areas of research and training, development of exemplary programs, consumer and homemaking education, curriculum development, and the other sections of what are now Parts C through I of the Vocational Education Act.
>
> We feel that in all these areas--teacher training and retraining, research, curriculum development--state colleges and universities will continue to have a major role--we hope, a growing role.
>
> As Congress continues its work on the revision and extension of the Vocational Education Act, we hope that you will feel free to call on AASCU and its member institutions for any help that we can provide.

Mr. Chairman, I appreciate very much this opportunity to share with you and members of the Committee my personal viewpoints on the need for revising funding procedures for post-secondary vocational technical programs, to illustrate through examples at Eastern Kentucky University how AASCU institutions have responded to the challenge of developing first-rate less-than baccalaureate level programs, and finally, to present to you the reactions and recommendations of the American Association of State Colleges and Universities on the issues involved in pending legislation affecting post-secondary vocational technical education.

aascu

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Staff Memorandum on Vocational Education
Teacher Training (EPDA-F)

Presented to the Subcommittee on Education
Senate Committee on Labor and Public Welfare

April 11, 1975

On behalf of the American Association of
State Colleges and Universities

Allan W. Ostar, Executive Director

The American Association of State Colleges and Universities (AASCU) has submitted to Congress a statement on Vocational Education amendments by John Rowlett, Vice President, for Academic Affairs, Eastern Kentucky University. What follows is a separate statement on a very important but little-known program which should be considered as an integral part of the federal effort in vocational education.

This program is now "EPDA-F," the Education Professions Development Act, Part F, which is part of Title V of the Higher Education Act. Most or all of EPDA will soon be considered for extension along with the rest of the Higher Education Act.

EPDA-F, however, is in many ways a part of vocational education. It is incorporated in H.R. 3037, the bill filed by the American Vocational Association, in Parts D and E of that bill. It is an important program for the training and retraining of vocational education professionals; $9,000,000 was appropriated for this purpose in the fiscal year 1975.

Higher Education has great reason to be concerned about EPDA-F, as it now stands in the law and as it is proposed in H.R. 3037. The reason is that the program requires all candidates for graduate education in vocational education to be selected by state boards of vocational education--in all but three states, the state elementary-secondary boards. It also requires that no federal funds for an EPDA-F program may be given to an institution of higher education unless the specific graduate program is approved by the state board of education in that state.

This means that teachers and other professionals in postsecondary and adult vocational education in community colleges and four-year colleges cannot receive grants for graduate study (or participate in institutes and other short-term programs) unless they are personally selected by state boards which are often experienced only in elementary and secondary education.

In the many states where state boards exclude community colleges and four-year colleges largely or wholly from participation in the federal VEA program, it is unlikely that state boards will look with favor on candidates, no matter how promising, whose backgrounds are in community college or four-year college vocational education. It is also uncertain whether graduate programs oriented toward training community college and four-year college VE teachers will be approved by the state boards.

Further, such "program accreditation" of a university by a state board of vocational education for federal funding is contrary to the principles of institutional accreditation for which almost every college and university in this country has fought for many years.

State boards and secondary school vocational education specialists should, of course, be closely involved--as one party--in the nomination of teachers and professionals for such programs. They should also be involved in curriculum development and teacher training, in an advisory capacity. But they should not have a monopoly.

Students should be able to apply directly to the universities, as in all comparable teacher training programs, not to a state board.

It is our hope, therefore, that when Congress takes up extension of EPDA-B (whether along with the Vocational Education Act or with the Higher Education Act) it will give careful consideration to ending this state board monopoly, and permitting students as well as colleges and universities to participate freely in this program.

AASCU and other higher education associations will be happy to work with Congressional committees to develop language to achieve this purpose.

Senator Pell. The subcommittee will stand in recess.

[Certain information supplied for the record in the interest of economy was not printed but may be found in the files of the subcommittee.]

[Whereupon, at 12 noon, the hearing in the above-entitled matter was adjourned.]

REVIEW OF VOCATIONAL EDUCATION PROGRAMS, 1975

Administration Proposals and Other Witnesses

THURSDAY, MAY 8, 1975

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee convened, pursuant to notice, at 10 a.m., in room 6226, Dirksen Senate Office Building, Senator Claiborne Pell, subcommittee chairman, presiding.

Present: Senators Pell and Mondale.

Committee staff present: Stephen J. Wexler, counsel; and Gregory Fusco, minority counsel.

Senator PELL. The Hearing of the Subcommittee on Education will come to order.

This is our final day of hearings on vocational education. Therefore, it is most fitting that our first witness is the Commissioner of Education, Terrel H. Bell, who will discuss the Administration's proposal. I hope that Commissioner Bell will also touch upon how his proposal meets some of the problems raised by the recent GAO report on vocational education. On behalf of this subcommittee I would like to extend a cordial welcome to the Commissioner.

After Commissioner Bell, we will hear from representatives of State advisory councils on vocational education.

STATEMENT OF TERREL H. BELL, U.S. COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY WILLIAM F. PIERCE, DEPUTY COMMISSIONER, BUREAU OF OCCUPATIONAL AND ADULT EDUCATION, OFFICE OF EDUCATION, AND CHARLES COOKE, JR., DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (EDUCATION), DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. BELL. Mr. Chairman and members of the subcommittee, thank you for providing us the opportunity to present the Administration's legislative proposal for vocational education, which is contained in the draft bill sent to the Congress on April 7, 1975.

Vocational education, as a viable and necessary alternative to young people in our Nation's secondary and postsecondary institutions, has grown until today the total expenditure at all levels exceeds $3 billion. This growth is the result of cooperation between

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Congress and the Executive to support this important component of American education. By encouraging program development, while providing emphasis to special groups of people, such as the disadvantaged and handicapped, we have seen vocational education enrollments grow to more than 14 million students. Our proposal, the Vocational Education Act of 1975, strives to maximize the success of past initiatives, while at the same time more sharply focusing Federal assistance for vocational education. Since the first vocational education legislation in 1917, Federal funds, while providing the catalyst for program growth and development, have also tended to become almost indistinguishable from State and local funds, especially at the local level. For example, over 38 percent of the available funds under part B of the present statute are used for long-term maintenance of existing programs. In some States the amount of Federal funds used for maintenance purposes exceeds 85 percent.

Our proposal more clearly defines the Federal role in vocational education by directing Federal assistance toward the provision of substantial incentives for the development of innovative approaches to achieving vocational education needs, while continuing assistance for State and local vocational education programs.

With the advice of local and State practitioners, we have developed a legislative proposal which addresses several goals.

There are five of these:

First, continuation of support for basic vocational education programs presently provided under part B of the Vocational Education Act of 1963.

Second, the simplification of State and local administration of Federal vocational program funds.

Third, placing an increased emphasis on meeting the vocational education requirements of individuals with special needs, such as the disadvantaged and the handicapped.

Fourth, developing an adequate response to the concerns and programmatic weaknesses, including inadequate planning, addressed in the recent GAO report entitled "What Is the Role of Federal Assistance for Vocational Education?"

And fifth, more sharply defining the catalytic role of Federal vocational education funds by limiting their availability for program maintenance and sharply increasing their availability for innovation, capacity building, program improvements, and new program development.

We believe this proposal substantially accomplishes all five goals and provides Congress with a clear and appropriate alternative for its consideration.

Using the President's recommended figure of $530 million for fiscal 1976, our proposal contains the following provisions in four separate titles.

TITLE I—GENERAL PROVISIONS

Title I is the General Provisions section of the bill that clearly delineates the purpose of the proposal.

In addition, title I retains the National Advisory Council, while strengthening the relationship between it and the National Commission for Manpower Policy established pursuant to title V of the Comprehensive Employment and Training Act of 1973 by requiring that one member of the National Advisory Council for Vocational Education represent the National Commission.

State advisory councils are retained with the postsecondary, private proprietary, counseling, and youth representation strengthened. In addition, funds are authorized for these councils at the same level established in the Vocational Education Act of 1963.

Unlike some proposals before you which advocate dual administration of vocational education and which we strongly feel would promote reduced cooperation and limit coordinated planning at the State level, we have retained in title I the sole State agency concept. We have proposed, however, that the sole State agency, which is responsible for planning and coordination, be able to delegate operational and supervisory responsibilities to other appropriate State agencies.

For simplification, a single State allocation formula, patterned after the existing part B formula, is recommended for all funds which are allocated to the States under the provision of this bill. There are currently four different allocation formulas. In lieu of this, we propose one.

Finally, because the Administration feels that the further construction of facilities is a State and local responsibility, we are proposing that the approximately $35 million of Federal vocational education funds currently being expended for construction purposes be added to the improvement of vocational programs. State plan projections show a steadily reduced level of expenditures for construction. This suggests that the majority of the construction needs have been met. Consequently, we are recommending that the construction authority be dropped.

TITLE II—ANNUAL ASSESSMENT OF NATIONAL VOCATIONAL EDUCATION NEEDS AND PRIORITIES

The American labor market is one of the world's most flexible and dynamic. The ability to plan and conduct instructional programs and education experiences which prepare youth and adults for meaningful occupations within that labor market is one of the greatest continuing challenges to vocational education. Although planning has been a requirement under existing vocational education legislation, it must be strengthened at the Federal, State, and local levels in order to assist in making each person's occupational training compatible with occupational employment opportunities. The GAO report referred to earlier by the Chairman supported our concerns over the need for improved planning. Our legislative proposal not only requires a strengthened 5-year forward plan, developed in cooperation with other State planning and manpower agencies, but also requires an annual program plan which provides detailed descriptions of how all Federal funds will be spent. This description must show how the Federal funds will augment, supplement, and otherwise improve the current State vocational education program.

For the first time, the expenditure of Federal funds for carrying out these planning functions is explicitly authorized. Planning is important to program growth and development, and the States should be authorized to use funds appropriated under title III for this purpose.

To assure continued program development for disadvantaged and handicapped individuals, the State plan must show that at least 25 percent of the State's allotment under title IV will be used for programs directed toward the needs of these two groups.

Finally, to assist State and local educational agencies in their long-range planning responsibilities, our proposal requires that the Commissioner of Education annually conduct and publish for consideration by the States an assessment of critical national needs and high national priorities. Such an effort will allow States to begin to plan how they will respond to emerging needs before they become a program imperative. In short, the proposal, we think, greatly strengthens the State and local planning process.

TITLE III—VOCATIONAL EDUCATION PROGRAMS AND SERVICES

As indicated earlier, one of our major goals was to simplify program administration at the State and local level. This can best be done by removing some of the specific authorizations in the existing statute, most of which relate to a type of delivery system, and consolidating the authorized expenditures and program purposes into as few parts as possible. Consequently, title III retains most of the provisions of the current law; with the exception of construction discussed earlier, but removes all the mandated expenditure levels and the wide variety of existing matching fund provisions. Instead of stressing percentage set-asides, with the exception of special needs students, or mandating specific expenditures for a particular group of institutions, our proposal stresses definable groups of people whose needs are not now being met. In short, the proposal concerns itself with human resource development, rather than institutional development. The specific way in which the human needs are met should, in our opinion, be the perogative of State and local planners based upon the uniqueness of each State and local institution.

In order to encourage additional State and local contribution to program operation, the matching ratio for title III is proposed at 40-percent Federal and 60-percent State and local, rather than the existing 50–50 percentage split.

TITLE IV—GRANTS FOR RESEARCH INNOVATION OR DEMONSTRATION

The Federal role for vocational education funds should be to improve the capacity of State and local educational agencies to meet the occupational education needs of their citizens. The Vocational Education Act of 1968 allocates only about 8 percent to those parts of the act which are devoted to innovation, demonstration, and program development. Title IV of the administration draft provides that approximately one-third of the total appropriation be used for that purpose.

Fifty percent of the funds alloted under this title would, therefore, be granted to the States to meet needs set forth in the State 5-year program plan and one or more of the national critical needs or priorities established by the Commisisoner or one or more of the eight objectives lisited in the bill which address areas of special and critical need.

The remaining 50 percent of the amount appropriated for the title would be used at the Commissioner's discretion to enter into grants and contracts with public and private agencies, organizations, and institutions in order to conduct research, development, demonstration, or teacher training activities. Hopefully, these projects will make substantial contributions to one or more of the annual priorities identified by the Commisisoner, or one or more of the eight critical objectives identified in the draft.

Mr. Chairman, we feel that it is time to break the traditional pattern of Federal, State, and local funding of vocational education in which the Federal role and contribution becomes indistinguishable from the State and local funds and to embark on a new era in which the Federal role is more clearly defined, the resultant benefits from Federal funds are more visible, and the results more easily evaluated. In short, we need to better assure ourselves that Federal funds are making the impact that Congress intended. We feel this legislative proposal accomplishes those ends. We are attaching to the testimony a complete section-by-section analysis of our proposal for the record.

Thank you, Mr. Chairman, for allowing us to testify on our proposal.

I have with me today Mr. Cooke of the Secretary's Office and Dr. Bill Pierce, who is our Deputy Commissioner in charge of Vocational Education here with me, and we would be happy to answer any questions you may have at this time.

Senator PELL. Before moving ahead with your testimony I would like to defer to Senator Mondale.

Senator MONDALE. Thank you, Mr. Chairman and I apologize to the Commissioner. I have to leave to testify before another committee in a few moments but I did want to introduce the chairman of our Minnesota Advisory Council for Vocational Education, Mr. Larry Kitto who is accompanied by Dean Dannewitz and Ralph Whiting of Minnesota, and I wanted to be here personally to listen to your testimony. I just cannot.

I have always felt that our Minnesota vocational education system is one of the finest in the Nation. There are many reasons for its excellence. One of them is that the people of Minnesota have always understood the importance of vocational education and given it their full support. Another is that the legislature has been most understanding and most generous in its support. We have also been blessed with fine, creative leaders in the State department of education.

But there is another essential ingredient in the formula for an effective vocational education system. That is the contributions made by citizens, by consumers, by business and labor and others outside the system. The Minnesota State Advisory Council has for several years played a key role in identifying the needs of the State and in evaluating the administration and operation of our vocational education programs. I know that both the State legislature and the congressional delegation in Washington are grateful for the insights the council has brought to us in our consideration of vocational education legislation.

At this time, I would like to introduce Larry, who recently took over as chairperson of the council, and who is already making his mark both in Minnesota and in Washington, and I am delighted to have the opportunity to introduce him and I do apologize to everyone here for having to leave.

Senator PELL. Thank you, very much.

Thank you very much Commissioner Bell for your testimony. In your testimony you stressed that a single State agency ought to administer all of the vocational education funds to avoid duplication. This is not a problem in my State nor in New York.

Mr. BELL. The State of New York, yes.

Senator PELL. The Empire State and the smallest State both have a single agency that handles this program. Other states have separate agencies for postsecondary and secondary education.

Now, how can we be sure these other agencies have a voice in the vocational education program?

Mr. BELL. I think this can best be done by State initiative, by State action, State statutes and otherwise. The State officials can designate the body that would have responsibility for vocational education if we went to the single agency procedure. I think both Rhode Island and New York are good examples of how education ought to be governed on the State level. As you know, Mr. Chairman, you do not even permit a split between elementary and secondary education and higher education. However in those cases where they do not have that, I think that the States can, by their action in designating the agency, make sure that there would be adequate representation of the varying educational bodies that would exist.

I know some States have adjusted to that. The State of Colorado is an example of that. They have a vocational board which is neither the elementary secondary board nor the higher education board, but it has a good mix of representation of those bodies on their governing board. Maybe Dr. Pierce could elaborate further on that.

Mr. PIERCE. I would just add Mr. Chairman that we grappled at quite some length in trying to do two things—accommodate the needs of the States and the variety of administrative structures there are, but to do what we thought was essential, and what the GAO report also, suggested as essential is to establish a procedure where long-range planning can be effectively conducted in the State utilizing and involving all the necessary people.

So that, our solution was simply to say that the State shall consistent with the law designate or establish a State board or agency responsible for vocational educational programs in the State. That leaves a great deal of flexibility at the State level. Once that agency is designated we also say they are responsible for planning, they cannot delegate to any other agency their responsibilities for developing policy but they can delegate to existing agencies the operation of certain ongoing portions of the programs and it was our feeling that this was a response to the needs of all of the States and allows as much flexibility as needed to do these two things.

Senator **Pell**. One of the biggest issues before us concerns finding a correct ratio between postsecondary and secondary level vocational educational training. GAO found that some of the States were not meeting the 15-percent minimum for postsecondary programs required by the Federal law. Some groups recommended that we raise this figure substantially. What does your bill provide?

Mr. **Pierce**. As the Commissioner's testimony suggested, we have attempted with the exception of disadvantaged and handicapped students to stay away from minimums and categorical floors. We agree that that mix is a problem but it ought to be accomplished—ought to be decided at the State level. Therefore, we attempted to develop an Act that relates to the needs of people rather than needs of individual institutions. We have not recommended any minimum in any particular State. We think that minimum level ought to develop as the State determines what its needs are. Personally I am convinced that the postsecondary programs will be strong because there is just too much compelling evidence to suggest that there must be more programing—more programs developed at the postsecondary level.

Senator **Pell**. You are saying that to make it simple you have eliminated the mandate——

Mr. **Pierce**. That is right.

Senator **Pell**. Why?

Mr. **Pierce**. Again because it is our feeling that as many of the limitations and the restrictions that were contained in the original Vocational Education Act, which on balance was an excellent piece of legislation, but there were a number of limitations in that Act that should be the States' responsibility. It is the responsibility of State and local planners to determine what those levels ought to be. To establish an arbitrary minimum—as a matter of fact, that minimum became the maximum in many States—that is not appropriate. Therefore I think we need, in this instance, to remove those minimums and allow that level to be established based upon State needs.

Senator **Pell**. You might find that some States will not spend a nickel on postsecondary education if that was the law.

Mr. **Pierce**. Theoretically that could happen, except that the proposed legislation does say any State that would do that would have to provide the Commissioner of Education compelling evidence before the Commissioner could approve that State plan. It makes sense that it would just never be compelling enough to allow the Commissioner to exercise his authority by approving such a State plan. But theoretically that is true, it could happen.

Mr. **Bell**. The experience I had as the chief educator in the State of Utah, we were also the State vocational board, and we had a separate higher education board. The higher education board was constantly wrestling with us over whether or not they were getting their fair share of the funds. The arrangement we had there I do not think was quite as equitable as it ought to have been. If you did not have a single agency, the board ought to have a voice, and some imput into the allocation of these funds. It is a good question whether or not the statute ought to require at least a minimum. As we wrestled with it, we felt that this ought to be decided by the States. I think the chairman has raised the question, which is a very good one, about whether or not we are right, that gross inequities would not take place in some instances. We feel that we can have the upper voice in a State's plan when it comes in for the Commissioner to approve, and as we have talked about it, we will be watching that very carefully. We will watch those plans to indicate what kind of a fair and equitable division has been expanded, and if they cannot justify what they have then we will try to encourage them, before we approve the plan, to make a correction on this. I certainly know that before this becomes law your committee will be looking at this in oversight hearings to see how we are carrying that out, and I think that is as it should be.

Mr. PIERCE. May I add, Mr. Chairman. We think we have suggested provisions to insure that what you suggested might happen, would not. We have done two things. One is to try to strengthen the role of the State advisory council in planning for programs of some vocational education. This is a body of people outside of the bureaucracy—people who are concerned about the needs of the people of the State. In doing that, we have also increased the membership of the advisory council and strengthened membership from the postsecondary institutions and therefore they have a larger voice in the planning of the programs, initially.

Senator PELL. I believe this is a point where the Congress may exercise its own initiative, because I would have to be compelled by the evidence that the set-asides had not worked properly in order to eliminate the requirement entirely. Indeed that argument may convince me the other way.

Mr. BELL. I think Mr. Chairman this is a good example of where State legislatures and those decisionmakers on the State level nationwide ought to be looking at some of the plans that they have, and the arrangements that they have for managing education. I think it is the fact that you have a new constitution, relatively new in Rhode Island, and you have taken care of this issue, ought to be an example, I think, for others to do the same, which is a little extraneous to this discussion. If we were organized the way we ought to be in the States, this would not be an issue in my opinion.

Senator PELL. The GAO report also found that in some States some of the State funds for the handicapped and disadvantaged had been diverted to other uses when Federal funds became available. As a result, GAO recommended that Federal set-aside funds be separately matched by State and local funds. What would be your view on that?

Mr. BELL. That is why we have the percentages that we have in here, and I think Dr. Pierce ought to talk to the specifics on that. However, we tried to correct that to some extent by the legislation that we have prepared.

Mr. PIERCE. Yes, Mr. Chairman, there are two ways we respond to that. First, we required that in the annual program plan the

States would spend 25 percent of all of the funds in the title III program and 25 percent of their title IV program funds for disadvantaged and handicapped people. We also stipulated that beginning with the second year of the bill that the States be required to match the Federal portion with an equal amount of State and local funds for the disadvantaged and handicapped programs or the special needs program, so that at the end of the second year no programs for special need students could be operated that did not have at least 50 percent State and local money in those programs. This would be the only matching by "purpose" in the act.

Senator PELL. Thank you. Speaking of these matching ratios, I am interested in your testimony that on page 6 where you state:

> In order to encourage additional State and local contribution to program operation, the matching ratio of title III is proposed at 40 percent Federal and 60 percent State and local, rather than the existing 50–50 percentage split.

My experience with local government has been that when you reduce Federal participation you do not get any more funds. You just get a smaller program. How do you come to this reverse conclusion?

Mr. BELL. Actually, the average matching, I think, and Dr. Pierce, is this correct, is about 5 to 1?

Mr. PIERCE. Yes.

Mr. BELL. It would be in those States where this would apply, so maybe my statement indicating how much good this is going to do may be a little bit exaggerated, but it would only be in those States. Dr. Pierce, maybe you can indicate which States would be affected if you have the information.

Mr. PIERCE. The matching as Dr. Bell said, the overmatching is running about $5.30 to $1. The least—the State considered to have the least amount of overmatch is about $1.29 to $1 which is still just above the 60–40 level. The intent of the proposal, however, is to provide more State and local funds for vocational education and therefore generate more vocational education in the States.

Now, the chairman said his experience is that it does not work that way, and that may be the case. But the intent was to get a larger vocational education program by requiring more State and local funds. However, very few States will be affected by that change in matching ratio except those where the match is currently very low and—the District of Columbia is one—that would be most affected.

Senator PELL. The reason I bring this point up is that throughout your bill, and in your programs, you have the general view that at the end of a 3-year period, local schools will pick up the cost of the project. I think anything that would cause local schools to pick up expenses by increasing the local-State ratio is not realistic in light of the current economic situation, school budget problems around the country, and the fate of most school bond issues. What would be your view?

Mr. PIERCE. The way the legislation is written, Mr. Chairman, we think it provides an opportunity for the first time for the State and local communities indeed to pick up those programs. Theoretically, a State could run a program for 4 years—a particular program for 4 years fully Federally funded. The requirement in the State plan however will require that they show at the end of the second year how they are planning to pick that up so that the State and local communities will have 4 years to plan for the insertion of that program in their own budget.

My experience has been when you require State and local communities to do something immediately that they cannot accommodate such a demand, but if you give them time to plan for it, and they decide it is a good program which they want to continue, fine. Conversely, the proposal says to the people at the State and local level that the Federal Government is willing to spend its money for high-cost, high-risk programs. If the State and local communities decide it is not a good program it can be dropped without having it as a burden to the budget either at the State or local level.

Senator PELL. I think the experience in my State has been that, as a general rule, and title III of ESEA is a good example, money is accepted by State government for any purpose whatsoever, and spent; but that after the 3 years has ended these programs have often seemed to peter out.

Mr. PIERCE. That is true, Mr. Chairman, but the point I was trying to make, in none of those previous programs have we had a requirement for a 5-year, long-range plan that would show how those projects would be assimilated into the State program. Prior to that they could take the money and run the program for 3 years and drop it. There was little incentive for them to respond in any kind of positive way. This would require before a State or local agency accepted those Federal funds that they also accepted responsibility to determine how that program would be maintained once it was begun.

Senator PELL. The budget of the local governments is going down. In my State, salaries are being cut, school budgets are being cut, and of course, inflation is cutting into programs even further. So, it would seem to me if you are going to carry on a program of this sort that the only thing to do is to provide Federal money, or else eliminate a good many of the other State programs. I am not sure that you are being realistic, at this time. If what you suggest is really done, it may mean knocking out a good many local and State programs because there are not going to be enough tax dollars available to carry forward.

Mr. PIERCE. Mr. Chairman, you must understand after the third year those programs could enter into title III which is supported 60 percent by State and local and 40 percent by Federal. You are not backing out of the total Federal commitment at the end of that time, if your State decides they want to fund it under the title III program.

Senator PELL. But failure is still more likely than before. The 50-50 percentage now followed would more likely help to continue programs than a 40-60 percentage, would you not think so, especially with a tight budget?

Mr. PIERCE. Given the fact that most States are so far overmatched I do not think that is going to be a significant factor at all. As a matter of fact, you could make an argument as mentioned by some people, that you could drop the matching requirement in vocational education entirely because of the overmatch, but the States do not want that. We talked to them about proposing to Congress that the matching be dropped, but they wanted to keep matching. It does, indeed, provide a floor and it says to the State legislatures, you cannot back out of this program and abrogate your responsibility entirely.

Senator **Pell.** This is the question I will ask the State representatives as well.

Mr. **Bell.** One further point, Mr. Chairman, if I may, on this innovative program. It has been my experience that in education we need to concentrate more on developing new practices that are not costly. If we had a given number of students that we were teaching in vocational education and we developed a new, improved method for teaching, after we are through with the cost of developing and installing that, hopefully the new method ought to be able to carry itself at the same level per child.

Now, I realize that you cannot totally defend that, but my experience has been that too many of our innovative projects have been so costly that they have had no hope of being carried for very long afterward. Not only this but the reference you make to title III of the Elementary and Secondary Education Act, our informal survey would indicate that those cost-effective programs are the ones that continue after the innovative money is withdrawn because they can be done without added moneys and carried on at whatever level the State and local is on.

Mr. **Pierce.** Mr. Chairman, may I make one other point?

Senator **Pell.** Yes.

Mr. **Pierce.** We really, in a sense, reflect in this point the dilemma we face. The GAO report is very critical of the vocational educator for using Federal vocational funds for the maintenance of programs over a long period of time. We are suggesting an alternative to that which would reduce the level of funds that could be used for maintenance program. Now, that is a dilemma we face and we tried to respond to that in this proposal and I think what we need, and I am sure what we will get from Congress in this new piece of legislation is really what the congressional intent is in terms of maintenance of programs over a long period of time. As Dr. Bell's testimony suggested, we are suggesting some alternatives to Congress. After you hear all of the other proposals, I am sure you will indicate to us what you feel.

Mr. **Bell.** It raises a very philosophical question of what is the Federal role. Many of our colleagues in the administration say it ought to be to change and to build capacity and not to give assistance in this regard. I think that is reflected in this bill, and there is a larger percentage of the money innovation, as the chairman knows, than there has ever been. So the philosophy is reflected, at least in the [illegible] that we proposed and perhaps the final bill when it is passed may recognize that, to some extent.

Senator **Pell.** The GAO report found that a good deal of funds seem to say at the administrative level and not get out to the students in the different programs. What is your reaction to that view?

Mr. **Bell.** I think this has happened in some States and I think Dr. Pierce ought to talk about that detail, without taking too much time.

Senator **Pell.** Right. How is it handled in your bill?

Mr. **Pierce.** It is not in the bill, Mr. Chairman. We did not go beyond what the 1963 and 1968 Acts had suggested, and we really do not suggest a limit for the administration.

Senator **Pell.** Would it not be a good idea if you had a minimum, of say 5 percent, for those expenses?

Mr. **Pierce.** I am hard pressed to pick a percentage. Five percent in my experience in the other programs that we administer, like the adult basic education program, is too limited. You are not getting the kind of State leadership and the kind of planning and evaluation that Congress asked for and the State level cannot be supported, and you really have some serious problems with 5 percent. I think as I have said about this since the GAO report, and now reflected in the bill, perhaps the best solution would be to suggest in legislation that the administration of vocational education programs be on a 50–50– or 60–40 matching basis, whatever match you pick, but stipulate that for that purpose it has to be matched as well. That would require at least 50 percent of the funds for administration which would have to be applied by the State and local levels.

In other words, you would have not only an overall match as currently allowed, but within that overall match this purpose would have to be matched. This would require the administration be matched at least 50–50. It seems to me that would provide Congress with protection that I think you are concerned about, but it would also provide the States the greatest amount of flexibility so that they could provide adequately supported vocational educational admistration at the State level.

Mr. **Bell.** As a chief school officer, Mr. Chairman, I found that the appropriation that I could get from my State Department of Education varied from one session to another. Sometimes when I had a rough time with the State legislature, to be totally candid about it, I had to go back on Federal funds to keep my staff intact. Other times when I was more successful in getting funds from my State Department of Education it went last in that regard, and I have not studied what States are going heavy and to what extent the State legislatures are supporting this. However, I do think the stronger State Departments of Education are those that get strong Federal support and have earned the recognition for that. I just mentioned that because I think it is partly involved in how they dip into Federal funds, and I have also been concerned about that.

Senator **Pell.** Do you find any relationship between the strength of the individual department of education and the relative amount of funds it controls. Isn't it the inspiration of the leadership, the two or three top men in it that makes the stronger ones, and that little money goes to programs with weaker directors.

Mr. **Bell.** I think it is the latter, Mr. Chairman. I think that relates to how effective you are in persuading State legislatures to support you. I think you earned this respect in that regard so it would be, to be candid, it is the latter. But as we look at this on the Federal level, and as we weigh and discuss and argue about it, this is one of the things that we pondered—should there be some kind of statutory limit and we finally decided we were not ready to recommend one but I am sure that that is going to be weighed further by this committee.

Mr. PIERCE. Mr. Chairman, may I have one word further?

Senator PELL. Yes.

Mr. PIERCE. Since the GAO report came out, and I think it has been mentioned to this committee before, we did a special survey of administrative costs around the Nation. GAO did not have that data when they did their report. We are in the process of validating that study but it appears that the initial information we sent you was off no more than 2 percent, but the national average is running around 10 percent of the Federal funds being used for State administration. Now, I would guess the question before the Congress given the amount of leadership now is that are you ready to cut that by 50 percent at the State level, and I would ask that this committee look at this particular report. We will be happy indeed to provide you with that update report now that the figures are verified, and I think those data need to be looked at before Congress decides what they want to do.

Mr. BELL. In a small State 10 percent may be a hardship whereas in a larger State it may be even excessive, in the amount for administration, so it is a complex problem.

Senator PELL. Thank you. Now, in defining special needs. You have expanded the definition beyond the disadvantaged and handicapped. How can we be sure money will be targeted to the groups that need it most, the truly disadvantaged and handicapped?

Mr. BELL. I would guess the best assurance we have, and that raises the question about whether it is good enough, is what will we do as we work in approving State plans. Maybe Dr. Pierce, you could give some of the rationale for that.

Mr. Pierce. Again, we were trying to remove the minimums that became the maximums and to help provide the States with as much flexibility in their planning process as possible. In some States, for example, it may well be given new State legislation for special education—mandatory special education that in a particular State you do not require that 10 percent amount because State funds are not available. If that is the case it was our feeding that the State ought to have the flexibility to divert those funds to disadvantaged students rather than so-called handicapped students but we do feel that we must retain for disadvantaged and handicapped students, which we have now termed students with special needs, in an overall 25 percent match so that we just really try to provide a little more flexibility to the State.

The other point I would make is if the States deviate from one year to another in their plan and if they show us compelling reasons why the commissioner should approve the State plan that does not spend as much money for handicapped students, for example, then the commissioner would approve that State plan. If on the other hand their plan show needs that are not being met, students' needs not being met, and not spending money to meet those needs the commissioner would have every right to question that plan and determine how those students' needs are being met.

Senator PELL. Would you agree that the needs are more now than they were last year and the year before?

Mr. BELL. Yes sir.

Senator PELL. And, in view of that, I am confused by the fact that the 1975 authorization is $964 million, the appropriation being $546 million, and yet your authorization in this proposed bill is less than the actual appropriation. How does that match the increased need?

Mr. BELL. Mr. Chairman, this decision was made after a lot of discussion in the administration. The feeling of the administration was to set the approximate level of the President's budget and Mr. Cooke has been involved in this discussion, and I would like to call on him since he has been very silent, if it is all right with the chairman to respond further, if he will, please.

Mr. COOKE. That is what I do best—remain silent, that is. [Laughter].

Senator PELL. That is what most senators say, that by keeping silent you will never get hit for the speeches you make.

Mr. COOKE. I agree with that statement by the chairman.

The authorized amount in this bill of $535 million is the President's budget amount for the 1976 budget, and the administration's position on this is that this is the amount of money the administration believes it has available to be used on vocational education, at this time, given the other budget constraints and it reflects the budget as developed, with the notion that the recissions requested by the President would be enacted and therefore the $535 million represents two things: (1) An attempt to have the authorized amount be as close as possible to the appropriated amount; and (2) to hold the line of the President's budget level. I think that is about the best explanation I can give of this figure.

Senator PELL. I understand the predicament, very good circumlocution, but what it boils down to, as we increase funding to meet the increased needs that we mentioned earlier that we will be the ones that will be breaking the President's budget; and this is a obvious distasteful position. However, we have accepted this distasteful position in the past and have overcome it.

Mr. BELL. We would assure you, Mr. Chairman, the administration would be willing to entertain any considered amendments later on, but I want to hold this level for right now and as we have differing needs emerge that they be willing to consider amendments as we discussed with our colleagues in the other departments as well as the OMB.

Senator PELL. Take the B-1 program for example, you would be more enthusisastic about this being raised later on.

Mr. COOKE. As more money becomes available certainly we will move that money into various programs like vocational programs. I might also state with regard to the flat authorization over a 5-year period that it represents a 5-year projection at the moment but as the commissioner just stated, is subject to change as we get different projects in the future.

Senator **Pell**. Thank you very much indeed Commissioner Bell and Dr. Pierce and Mr. Cooke and we appreciate your open and frank testimony. Thank you very much.

Mr. **Bell**. Thank you, sir.

Senator **Pell**. Mr. Bell, there may be other questions from other members of the subcommittee who have not been able to get here this morning.

Mr. **Bell**. We will respond.

Senator **Pell**. The record will be kept open.

[The prepared statement of Mr. Bell and the questions and answers referred to follow:]

Statement by
Honorable T. H. Bell
U.S. Commissioner of Education
Department of Health, Education, and Welfare
Before the
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate
Thursday, May 8, 1975
10:00 a.m.

Commissioner Bell is accompanied by:

Mr. Charles M. Cooke, Jr., Deputy Assistant Secretary for Legislation (Education), DHEW

Dr. William F. Pierce, Deputy Commissioner for Occupational and Adult Education, OE

Dr. Charles H. Buzzell, Associate Commissioner for Adult, Vocational, Technical, and Manpower Education, Bureau of Occupational and Adult Education, OE

Mr. Chairman and Members of the Subcommittee:

Thank you for providing us the opportunity to present the Administration's legislative proposal for Vocational Education, which is contained in the draft bill sent to the Congress on April 7, 1975.

Vocational Education, as a viable and necessary alternative to young people in our nation's secondary and postsecondary institutions, has grown until today the total expenditure at all levels exceeds three billion dollars. This growth is the result of cooperation between Congress and the Executive to support this important component of American education. By encouraging program development, while providing emphasis to special groups of people, such as the disadvantaged and handicapped, we have seen vocational education enrollments grow to more than 14 million students. Our proposal, the Vocational Education Act of 1975, strives to maximize the success of past initiatives, while at the same time more sharply focusing Federal assistance for vocational education. Since the first vocational education legislation in 1917, Federal funds, while providing the catalyst for program growth and development, have also tended to become almost indistinguishable from State and local funds, especially at the local level. For example, over 40 percent of the available funds under Part B of the present statute are used for long term maintenance of existing programs. In some States the amount of Federal funds used for maintenance purposes exceeds 85 percent.

Our proposal more clearly defines the Federal role in vocational education by directing Federal assistance toward the provision of substantial incentives for the development of innovative approaches to achieving vocational education objectives, including new and emerging vocational education needs, while continuing assistance for State and local vocational education programs.

With the advice of local and State practitioners, we have developed a legislative proposal which addresses several goals:

First, continuation of support for basic vocational education programs presently provided under part B of the Vocational Education Act of 1963.

Second, the simplification of State and local administration of Federal vocational program funds.

Third, placing an increased emphasis on meeting the vocational education requirements of individuals with special needs, such as the disadvantaged and the handicapped.

Fourth, developing an adequate response to the concerns and programmatic weaknesses, including inadequate planning, addressed in the recent GAO Report entitled "What is the Role of Federal Assistance for Vocational Education?"

Finally, more sharply defining the catalytic role of Federal vocational education funds by limiting their availability for program maintenance and sharply increasing their availability for innovation, capacity building, program improvement and new program development.

We believe this proposal substantially accomplishes all five goals and provides Congress with a clear and, we feel, appropriate alternative for its consideration.

Using the President's recommended figure of $530 million for Fiscal 1976, our proposal contains the following provisions in four separate titles.

Title I--General Provisions. Title I is the General Provisions section of the bill and clearly delineates the purpose of the proposal.

In addition, Title I retains the National Advisory Council, while strengthening the relationship between it and the National Commission for Manpower Policy established pursuant to Title V of the Comprehensive Employment and Training Act of 1973 by requiring that one member of the National Advisory Council for Vocational Education represent the National Commission.

State Advisory Councils are retained with the postsecondary, private proprietary, counseling and youth representation strengthened. In addition, funds are authorized for these councils at the same level established in the Vocational Education Act of 1963.

Unlike some proposals before you which advocate dual administration of vocational education and which we strongly feel would promote reduced cooperation and limit coordinated planning at the State level, we have retained in Title I the sole State agency concept. We have proposed, however, that the sole State agency, which is responsible for planning and coordination, be able to delegate operational and supervisory responsibilities to other appropriate State agencies.

For simplification, a single State allocation formula, patterned after the existing Part B formula, is recommended for all funds which are allocated to the States under the provision of this bill. There are currently four different allocation formulas. We propose one.

Finally, because the Administration feels that the further construction of facilities is a State and local responsibility, we are proposing that the approximately 35 million dollars of Federal vocational education funds currently being expended for construction purposes be added to the improvement of vocational programs. State plan projections show a steadily reduced level of expenditures for construction. This suggests that the majority of the construction needs have been met. Consequently, we are recommending that the contruction authority be dropped.

Title II--Annual Assessment of National Vocational Education Needs and Priorities. The American labor market is one of the world's most flexible and dynamic. The ability to plan and conduct instructional programs and education experiences which prepare youth and adults for meaningful occupations within that labor market is one of the greatest continuing challenges to vocational education. Although planning has been a requirement under existing vocational education legislation, it must be strengthened at the Federal, State, and local levels in order to assist in making each person's occupational training compatible with occupational employment opportunities. The GAO Report referred to earlier supported our concerns over the need for improved planning. Our legislative proposal not only requires a strengthened five-year forward plan, developed in cooperation with other State planning and manpower agencies, but also requires an annual program plan which provides detailed descriptions of how all Federal funds will be spent. This description must show how the Federal funds will augment, supplement and otherwise improve the current State vocational education program.

For the first time, the expenditure of Federal funds for carrying out these planning functions is explicitly authorized. Planning is important to program growth and development, and the States should be authorized to use funds appropriated under Title III for this purpose.

To assure continued program development for disadvantaged and handicapped individuals, the State plan must show that at least 25 percent of all Title III funds and 25 percent of the State's allotment under Title IV will be used for programs directed toward the needs of these two groups.

Finally, to assist State and local educational agencies in their long-range planning responsibilities, our proposal requires that the Commissioner of Education annually conduct and publish for consideration by the States an assessment of critical national needs and high national priorities. Such an effort will allow States to begin to plan how they will respond to emerging needs before they become a program imperative. In short, the proposal greatly strengthens the State and local planning process.

Title III--Vocational Educational Programs and Services. As indicated earlier, one of our major goals was to simplify program administration at the State and local level. This can best be done by removing some of the specific authorizations in the existing statute, most of which relate to a type of delivery system, and consolidating the authorized expenditures and program purposes into as few parts as possible. Consequently, Title III retains most of the provisions of the current law (with the exception of construction discussed earlier) but removes all the mandated expenditure levels and the wide variety of existing matching fund provisions. Instead of stressing percentage set asides (with the exception of special needs students) or mandating specific expenditures for a particular group of institutions, our proposal stresses definable groups of people whose needs are not now being met. In short, the proposal concerns itself with human resource development, rather than institutional development. The specific way in which the human needs are met should, in our opinion, be the prerogative of State and local planners based upon the uniqueness of each State and local institution.

In order to encourage additional State and local contribution to program operation, the matching ratio for Title III is proposed at 40 percent Federal and 60 percent State and local, rather than the existing 50-50 percentage split.

Title IV--Grants for Research Innovation or Demonstration. The Federal role for vocational education funds should be to improve the capacity of State and local educational agencies to meet the occupational education needs of their citizens. The Vocational Education Act of 1968 allocates only about 8 percent to those parts of the Act which are devoted to innovation, demonstration and program development. Title IV of the Administration draft provides that approximately one-third of the total appropriation be used for that purpose.

Fifty percent of the funds alloted under this Title would, therefore, be granted to the States to meet needs set forth in the State 5-year program plan and one or more of the National critical needs or priorities established by the Commissioner or one or more of the eight objectives listed in the bill which address areas of special and critical need.

The remaining fifty percent of the amount appropriated for the Title would be used at the Commissioner's discretion to enter into grants and contracts with public and private agencies, organizations and institutions in order to conduct research, development, demonstration or teacher training activities. Hopefully, these projects will make substantial contributions to one or more of the annual priorities identified by the Commissioner, or one or more of the eight critical objectives identified in the draft.

Mr. Chairman, we feel that it is time to break the traditional pattern of Federal, State, and local funding of vocational education in which the Federal role and contribution becomes indistinguishable from the State and local efforts and to embark on a new era in which the Federal role is more clearly defined, the resultant benefits from Federal funds are more visible, and the results more easily evaluated. In short, we need to better assure ourselves that Federal funds are making the impact that Congress intended. We feel this legislative proposal accomplishes those ends. We are attaching to the testimony a complete section-by-section analysis of our proposal for the record.

Thank you, Mr. Chairman, for allowing us to testify on our proposal. We would be happy to answer any questions you have at this time.

7/16/75

Vocational Education - Questions and Answers

#1 - COMPARISION OF USOE AND NYSDE PROPOSALS

Title III of your proposed bill calls for a consolidation of several parts of the current Vocational Education Act. Could you compare this to the New York State Department of Education proposal which State Commissioner Nyquist presented to this Committee on March 6?

Title III of S. 1863 provides for a consolidation of parts of the Vocational Education Act of 1963, as amended, into a broad authority for developing vocational programs based on annual and projected needs of the State's youth and adults. The flexibility provided in this authority is predicated on improved planning at both the State and local levels to assure a more realistic expenditure of the Federal dollar to meet the training needs of all youth and adults. The testimony of Commissioner Nyquist indicates that he would concur with most of the concepts included in the proposed legislation. He stated -- "our attention has been directed to the improvement and expansion of vocational education in New York State." ..."By using the funds as incentive grants, we have provided vocational education services to more people, provided new and updated facilities for programs, and generated an increase amount of State and local funds for support of vocational education at all levels." ... "I believe we are now at a point where the States, if given simplicity and flexibility in Federal legislation for vocational education, have the capacity to carry through Federal objectives with minimal Federal strictures." Commissioner

Nyquist lists several specific recommendations which, in general, are compatible with the services included in S. 1863. His recommendations include a broader use of State grant funds in four levels of training; namely: elementary and early secondary, secondary, postsecondary, and adult education than is included in the proposed legislation. Other recommendations by Commissioner Nyquist generally support the planning, services, innovations, and program concepts included in the legislation. He has indicated by the quotes included above and his recommendations that most of the proposed legislation would be compatible with the program direction for vocational education now being followed in the State of New York.

#2 - AUTHORIZATION LEVEL TOO LOW

Should additional authorization or appropriation be available, which Title of your proposal would be the best use of these funds?

The proposed legislation provides under Title IV, grants for research, innovation, and demonstration, a substantial increase in authorization proposed at $160 million. This proposed new discretionary funding authority should, if the maximum amount is appropriated, provide the information, data and proven techniques to point the way to an improved and expanded delivery system of vocational education. If additional funds are authorized or appropriated, we would recommend that such increases be added to Title III, vocational education programs and services.

#3 - USOE DISCRETIONARY AUTHORITY

Title IV of your proposal provides half of the funds under this authority would be granted to States, and the remainder in the discretionary authority of the Commissioner. How will this discretionary authority improve the impact of Federal vocational education funds, in light of the GAO position that Federal funds were not always used for the purpose of the Act?

Discretionary authority gives the States the opportunity to do research and to provide demonstration and exploratory programs necessary to meet the unique job requirements and differences in students found in all States. States with high concentration of a minority population and specialized industries, need discretionary authority to provide different kinds of vocational education programs and services. The discretionary authority included for the Commissioner of Education provides the necessary funds to research national issues and problems in vocational education. Demonstration projects and curriculum development provides the vehicle for implementing the research findings in all States. The GAO findings were not critical of the use of Federal funds for innovation, research or demonstration projects. Their findings were mostly concerned with State allocation of funds to local agencies, percentage set-asides and matching of Federal funds. The increase in discretionary authority would not change the mandated requirements in the Act that States must include the proposed expenditure of all Federal funds, including discretionary, in the annual and long-range State plan which must be approved by the Commissioner of

Education and in the annual report of actual expenditures which are audited by HEW auditors for compliance with the Act and regulations.

#4 - POSTSECONDARY STATE PLANNING -- 1202 COMMISSIONS

Your proposal retains in Title I the sole State agency concept. This is not a problem in New York State, which has a single Board of Regents. However, we have been told that several States do have competing or overlapping public postsecondary vocational education institutions, and that 1202 State Planning Commissions in some States have not adequately included vocational educators and their needs. As your proposal calls for strengthening State planning, how will 1202 Commissions be improved to better meet these needs of vocational education?

States are free to augment the responsibilities and functions of the 1202 Commissions to cause them to become involved in vocational education planning.

With the current 1202 Commissions carrying out functions other than vocational education planning, it is expected that when States expand the role of these Commissions to also include vocational education planning that representational membership would be reviewed for appropriateness.

#5 - STATE ALLOCATION FORMULA

Title III of your Bill expands the use of Part B formula which weights against States with higher than average per capita income. Your bill would use this formula for the larger consolidated authority. I have long objected to this discriminatory element of this formula, as other formulas which are unfair to New York. How do you justify expanding the application of this inequitable formula? Why should per capita income be considered? If you want a single formula, why not use the more equitable and direct population-based formula as in other parts of existing Act?

The formula for allocating Federal appropriations to the States used in this legislation is basically the same as the formula in the Vocational Education Act of 1963, as amended. The per capita income factor apparently was included in previous vocational education legislation to help equalize the vocational education opportunities among states, believing that where a person lived should not be a significant factor in having access on an equal basis to vocational education programs. The factors included in the formula provide for reasonable equity in the distribution of funds. Because of the higher mobility of the population, it is all the more necessary to assure equal training opportunities for all youth and adults in every State who want and need vocational education.

#6 - RAISING STATE MATCHING REQUIREMENTS

Your testimony states that total vocational education expenditures at all levels exceed $3 billion per year. Therefore, the Federal funds are less than 20% of the expenditure. Your proposal would increase State matching in Title III (Programs and Services) from current 50% to 60%. What effect do you expect this to have if States already match on an average $4 or $5 State funds for each Federal dollar?

The change in State matching requirements is an indicator to States that the major responsibility for funding vocational education has been and should continue to belong to State and local governments. The new vocational education legislation emphasizes that the Federal dollars should serve a catalytic role in helping to establish new programs, expand on-going programs, and provide additional services to improve the quality of all vocational education programs.

Senator PELL. The next witnesses we have are representatives of three State advisory councils: Mr. William Carroll, executive director, Rhode Island State Advisory Council on Vocational Education; George Lechlider, chairman, legislative committee, Maryland State Advisory Council on Vocational Education; and Larry Kitto, chairperson, Minnesota State Advisory Council on Vocational Education. And, by coincidence, all are from States that are represented on this subcommittee and all of you are welcome, particularly Bill Carroll. The various groups who are concerned with vocational education in the State very much appreciate his counsel and help. We are lucky in having one overall body directing all education, and though I am not sure we are quite so lucky within the field of vocational education, I think you do an excellent job in that area. How would you like to proceed as you are counted as a panel? I notice one is introduced as a chairperson, and the other two as chairmen. What was the reason for the difference?

Mr. KITTO. I am Larry Kitto, chairperson from the Minnesota State Advisory Council. In the past we have had lady chairmen, chairperson, and we have just carried the name on.

Senator PELL. Fine. We will let it stay as chairperson and proceed with Mr. Carroll.

STATEMENT OF WILLIAM F. CARROLL, EXECUTIVE DIRECTOR, RHODE ISLAND STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. CARROLL. I am William F. Carroll, executive director of the Rhode Island State Advisory Council on Vocational Education.

On behalf of the council, I would like to express our appreciation for the opportunity to participate in these hearings for we believe they will lead to legislation that will have the potential of expanding the benefits of education for work to more Americans than ever before.

These hearings are being conducted in a period of great economic upheaval. Certainly we cannot expect any one phase of education to resolve these difficulties our country faces. Yet it is in times of economic hardship, and resultant social disorder, that the practicality, usefulness, and even humanism of learning for the world of work become so apparent. For this kind of education, more than any other, equips people of all ages with the self-confidence and skills necessary to adjust to the turmoil of a rapidly changing economy, and to find a contributing and self-fulfilling role for themselves in American society.

Our participation in the hearings does not indicate a dissatisfaction with the present law. On the contrary, we agree with the National Advisory Council on Vocational Education that the Vocational Education Amendments of 1968 are exemplary legislative accomplishments. Problems have occurred in their implementation and administration. But the council believes that the basic purpose and format of Public Law 90–576 should be retained, with the new law expanded to cover the entire field of education for work giving special attention to the following matters of concern:

1. CONSOLIDATION

The term "consolidation" often raises the fear of an abandonment of congressional protection through the elimination of categorical mandates. We do not advocate the elimination of such minimum guarantees, for even with them the 1968 amendments permit broad latitude on the part of State departments of education to use Federal vocational funds to meet priority needs.

The kind of consolidation that concerns us is much broader than that. It refers to the need for bringing together all aspects of education for work under one system of governance and administration at both the national and State levels. This need has been made apparent by the recent passage of legislation supporting career education, Public Law 93-380, and occupational education at the postsecondary level, title X of Public Law 92-318. Both acts have laudable aims and, in fact, have given visibility and support to educational approaches never adequately addressed in the past. But if they continue to exist separate and apart form Public Law 90-576, as modified or replaced, the net effect will be further fragmentation in a field of education that already experiences too much divisiveness according to the recent GAO report.

The Congress has long supported what is generally known as vocational education. Programs funded under that heading have been concerned primarily with job training; although support of such programs as home economics and industrial arts, which do not necessarily lead to employment, have also been evident since the earliest years. These efforts were supplemented by support of vocational guidance and, later in the 1960's, of programs for special populations such as the handicapped and disadvantaged.

In 1971, career education began to gain national prominence. Although it was led by a broad coalition of educators, it is clear that without the support of vocational educators and the funding made possible under Public Law 90-576, it would not have gained the headway that it has. Last year the Congress passed Public Law 93-380 making career education the law of the land and creating the National Advisory Council on Career Education with the responsibility of making legislative recommendations.

In 1972, Public Law 92-318, the education amendments of 1972, also became law. Title X of this act is concerned with postsecondary vocational education programs and also authorizes the use of funds for the infusion of occupational education into the elementary and secondary grades.

The result is that we now have three pieces of legislation that cause overlapping and competing jurisdiction in an area of educational concern that to most unbiased observers has a natural coherence. Why is it necessary to have three separate acts involved in supporting the kind of education concerned with helping people of all ages prepare for, and advance in, the world of work? Why is it necessary for this divided approach to continue despite the views of many in career education or vocational education who insist on a continuation of this fragmentation?

The council believes that the Congress should develop legislation, as a result of these hearings, that eliminates the artificial distinctions and counterproductive barriers that presently exist in this entire field of education for work. We recommend that such legislation be comprehensive enough to include funding support of the following major areas: (*a*) Orientation to present and future jobs and careers in our economy. This should include the development of understandings related to the nature of the work involved, the training required, and the resulting lifestyle. (*b*) Opportunities to explore and investigate a variety of jobs and careers, especially those discovered as a result of the orientation phase. This would include, but not be limited to, so-called prevocational programs that presently exist at the middle and junior high school level. (*c*) Training for specific jobs or occupational areas at the secondary, postsecondary—grades 13 and 14—and adult levels. (*d*) Guidance and counseling services to be provided throughout the orientation, exploration, and training phases. (*e*) Job placement.

The council believes that it does not make a great deal of difference whether the legislation is labeled career education, occupational education, or vocational education. The important point is that it should be comprehensive. That means, in our view, that Public Law 93–380 and part B of title X of Public Law 92–318 should be incorporated into the new legislation so that the entire field of education for work is covered under one act.

We would like to point out that the training phase, which has traditionally been known as vocational education, is also the most expensive, visible, and advanced element on the learning-for-work spectrum. Therefore, its continuation and further development should be protected by the Congress mainly through the incorporation of the major elements of Public Law 90–576 into the new legislation. But it is also important that furtherance of this kind of education exist within a comprehensive framework of support for other facets of learning for work, for this will lead to a more sensible and streamlined method of governance and planning.

There is one further advantage. Comprehensive legislation will help the public to understand that the kind of education that prepares people for work is appropriate for every person, regardless of the position in life to which he aspires. The council believes that only such recognition will permit the breakthrough, in terms of local and State funding support, so necessary for education for work to assume its legitimate status in American education.

2. GOVERNANCE

We believe that the sole state agency concept specified in Public Law 90–576 should be continued, for it is not possible to have effective planning and comprehensive services if control over funds for this kind of education is divided among competing agencies and boards.

Education for work is expensive and it is tied to an economy that is rapidly changing. Consequently, it is not feasible for local school districts to develop programs in isolation from one another. Not only is the cost prohibitive but they cannot possibly have access to the comprehensive job market information needed to make intelligent curriculum decisions.

The same problems of expense and rapid change argue for close coordination and consolidation of control at the State level. But the goal should be a collegial kind of leadership that involves local, regional, and State agencies sharing similar concerns.

The designation of a sole State agency should contain certain guarantees, however. We have found in Rhode Island that a commissioner and the State board of regents, exercising their organizational prerogatives, have in the past widely distributed functions, duties, and responsibilities concerned with education for work throughout the department. As a result, coordination and leadership over this kind of education has been difficult, if not impossible, to achieve. Fortunately, a new commissioner is moving to restore effective management. But the council believes it would be advisable for new legislation to call upon a State agency, as a condition for being designated the sole State agency, to provide certain guarantees that the management of education for work be unified and placed at a high enough level in the organizational structure to meet the approval of the U.S. Commissioner of Education.

3. COORDINATION

Leadership by a single State agency has the potential of bringing about more effective coordination. This involves an articulation between and among the various grade levels—elementary, secondary, postsecondary, and continuing—as well as between the education for the work system as a whole and for the manpower training field.

Some observers have argued for a consolidation of manpower training and education for work. The council does not support this view for we believe there is a natural and necessary distinction between these two approaches. The primary concern of manpower training is a healthy economy. It is involved chiefly with training people to fill jobs made possible through economic development. It is also necessarily concerned, especially in times of economic hardship, with finding work for the unemployed and underemployed. The clientele served by manpower training programs is generally composed of persons who have completed the formal educational process or who have dropped out.

Education for work also has to be concerned with economic realities. But its primary responsibility, along with all other aspects of education, is to serve the needs of the individual as a member of society. This has always been the major purpose of vocational education legislation passed by the Congress. It should be continued.

The council believes, therefore, that the distinction between manpower training and education for work should be maintained because of the imperatives that shape each of these efforts. We also believe, however, that strong linkages should be established and developed between both approaches and that new legislation should require cooperative planning and a sharing of data and facilities.

4. PLANNING

Effective planning is essential to a successful system of education for work. In recognition of this fact the Congress, in the Vocational Education Amendments of 1968, required that each State desiring Federal funding under the Act must submit "* * * a State plan at such time, in such detail, and containing such information as the Commissioner deems necessary, which meets the requirements set forth in this title."

State planning probably has not completely lived up to the spirit of Public Law 90–576. The GAO report found several problems: An emphasis on compliance rather than true planning; inadequate assessment of community and individual needs; fragmented responsibility leading to isolated decisionmaking; and frequent dependence on unrealiable data.

We have found this to be true of our own State and have pointed it out in our most recent report "Learning for Work—1974."

Despite these difficulties, however, the planning that has occurred under Public Law 90–576 has established a solid foundation for a much more coordinated and comprehensive effort at the National, State, and local levels in the future. The requirement for a State plan, therefore, should continue to be an integral part of any new legislation. But there should be safeguards provided: (*a*) The State agency responsible for developing the plan should be required to involve, in a formal and systematic way, local and regional planning groups concerned with education for work; the State manpower planning council and the ancillary manpower planning boards—AMPB's—provided under the Comprehensive Employment and Training Act—CETA; and the State advisory councils on vocational education. (*b*) Federal funds should be allocated only after the State advisory council formally accepts the State plan. This would insure that State boards of education give the utmost consideration to the advice and recommendations of the councils. (*c*) Funds should be set aside for dealing with inadequate needs assessment, a chronic deficiency in most States at the present time.

5. EVALUATION

The State plan will only be as effective as a continuing evaluation system that provides a thorough and continuing analysis of programs underway. Evaluation is everyone's business. It begins at the local level where teachers and administrators should engage in self-evaluation concerning their own instructional programs. The State and the U.S. Office of Education have a continuing monitoring responsibility. Potentially, the most important evaluations, however, are those performed by the National Advisory Council on Vocational Education and the State Advisory Councils on Vocational Education. These independent bodies, with members appointed by elected officials—not by the agencies they oversee—represent the consumers of the education-for-work product. They are relatively free of the professional biases and vested interests that exist in any professional endeavor, including education. As a result, they can provide a more objective analysis of the effectiveness of education for work.

The advisory councils have been conducting evaluations since they were brought into existence in 1969. The GAO reports that their studies have sometimes been criticized for a lack of rigor. It should be noted, however, that the smaller State councils have had to exist on a shoestring budget of just over $30,000 per year until this fiscal year. In Rhode Island, at least, this has not been enough to conduct the kind of continuing evaluation we believe is necessary.

The State advisory councils should continue to be designated as the primary evaluation agencies in every State and additional funds, earmarked especially for evaluation, should be provided over and above their current operating budgets.

6. THE ACQUISITION AND USE OF DATA

Good management is based on good data. Systematic planning, effective coordination, and thorough evaluation all depend on the availability and reliability of information. Yet practically every report concerning vocational education, whether by the National or State advisory councils or the Government Accounting Office or other evaluative agencies, has been severely critical of both a lack of reliable data and uniformity in reporting.

Our council addressed this issue in its most recent report. We analyzed statistics used to formulate State plan objectives and compared this data with reported results. In many instances we found large discrepancies attributable for the most part to inflated planning bases caused by a lack of uniformity in program or enrollment definitions. We concluded that it is almost impossible to engage in effective planning and thorough evaluation with information that is so unrealiable.

It should be noted that the problem of deficient data exists not only in the field of education. The Department of Labor has been struggling with this for years. To develop a sound and reliable information system in every State and for the Nation as a whole is a monumental task. But we must work at it for it is the only route to effective management.

We recommend that the Congress, therefore, in the new legislation, direct the USOE to develop a common set of definitions for every State to use in reporting activities funded under this act.

In summary, Mr. Chairman, my remarks today reflect the major concerns of the Rhode Island State Advisory Council on Vocational Education with respect to legislation supporting education for work. We are especially concerned with consolidating all aspects of this kind of education into one bill. We have a particular interest, as I indicated earlier, in governance, coordination, planning, evaluation, and the acquisition of data.

The council recognizes the substantial support given by the Congress to education for work, and it is grateful for this opportunity to provide the Senate Subcommittee on Education with observations and recommendations concerning its continuation.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Carroll follows:]

Rhode Island State Advisory Council
on Vocational Education

HENRY C. GAGNON
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Testimony by
William F. Carroll
Executive Director
Rhode Island State Advisory Council
on Vocational Education

before the
Senate Subcommittee on Education
United States Senate
May 8, 1975

Mr. Chairman and Members of the Subcommittee, I am William F. Carroll, Executive Director of the Rhode Island State Advisory Council on Vocational Education.

On behalf of the Council, I would like to express our appreciation for the opportunity to participate in these hearings for we believe they will lead to legislation that will have the potential of expanding the benefits of education for work to more Americans than ever before.

These hearings are being conducted in a period of great economic upheaval. Certainly we cannot expect any one phase of education to resolve these difficulties our country faces. Yet it is in times of economic hardship, and resultant social disorder, that the practicality,usefulness and, even humanism, of learning for the world of work become so apparent. For this kind of education, more than any other, equips people of all ages with the self-confidence and skills necessary to adjust to the turmoil of a rapidly changing economy, and to find a contributing and self-fulfilling role for themselves in American society.

Our participation in the hearings does not indicate a dissatisfaction with the present law. On the contrary, we agree with the National Advisory Council on Vocational Education that the Vocational Education Amendments of 1968 are exemplary legislative accomplishments. Problems have occurred in their implementation and administration. But the Council believes that the basic purpose and format of Public Law 90-576 should be retained, with the new law expanded to cover the entire field of education for work giving special attention to the following matters of concern:

1. Consolidation

The term "consolidation" often raises the fear of an abandonment of Congressional protection through the elimination of categorical mandates. We do not advocate the elimination of such minimum guarantees, for even with them the 1968 Amendments permit broad latitude on the part of State Departments of Education to use federal vocational education funds to meet priority needs.

The kind of consolidation that concerns us is much broader than that. It refers to the need for bringing together all aspects of education for work under one system of governance and administration at both the national and state levels. This need has been made apparent by the recent passage of legislation supporting career education (P.L. 93-380) and occupational education at the post-secondary level (Title X of P.L.92-318). Both

Acts have laudable aims and, in fact, have given visibility and support to educational approaches never adequately addressed in the past. But if they continue to exist separate and apart from P. L. 90-576, as modified or replaced, the net effect will be further fragmentation in a field of education that already experiences too much divisiveness according to the recent GAO report.

The Congress has long supported what is generally known as vocational education. Programs funded under that heading have been concerned primarily with job training; although support of such programs as home economics and industrial arts, which do not necessarily lead to employment, have also been evident since the earliest years. These efforts were supplemented by support of vocational guidance and, later in the 1960's, of programs for special populations such as the handicapped and disadvantaged.

In 1971, career education began to gain national prominence. Although it was led by a broad coalition of educators, it is clear that without the support of vocational educators and the funding made possible under P. L. 90-576, it would not have gained the headway that it has. Last year the Congress passed P. L. 93-380 making career education the law of the land and creating the National Advisory Council on Career Education with the responsibility of making legislative recommendations.

In 1972, P. L. 92-318, The Education Amendments of 1972, also became law. Title X of this Act is concerned with post-secondary vocational education programs and also authorizes the use of funds for the infusion of occupational education into the elementary and secondary grades.

The result is that we now have three pieces of legislation that cause overlapping and competing jurisdiction in an area of educational concern that to most unbiased observers has a natural coherence. Why is it necessary to have three separate acts involved in supporting the kind of education concerned with helping people of all ages prepare for, and advance in, the world of work? Why is it necessary for this divided approach to continue despite the views of many in career education or vocational education who insist on a continuation of this fragmentation?

The Council believes that the Congress should develop legislation, as a result of these hearings, that eliminates the artificial distinctions and counterproductive barriers that presently exist in this entire field of education for work. We recommend that such legislation be comprehensive enough to include funding support of the following major areas:

a. Orientation to present and future jobs and careers in our economy. This should include the development of understandings related to the nature of the work involved, the training required, and the resulting lifestyle.

b. Opportunities to explore and investigate a variety of jobs and careers, especially those discovered as a result of the orientation phase. This would include, but not be limited to, so-called pre-vocational programs that presently exist at the middle and junior high school level.

c. Training for specific jobs or occupational areas at the secondary, post-secondary (grades 13 and 14) and adult levels.

d. Guidance and counseling services to be provided throughout the orientation, exploration, and training phases.

e. Job placement.

The Council believes that it does not make a great deal of difference whether the legislation is labelled career education, occupational education, or vocational education. The important point is that it should be comprehensive. That means, in our view, that P. L. 93-380 and Part B of Title X of P. L. 92-318 should be incorporated into the new legislation so that the entire field of education for work is covered under one act.

We would like to point out that the training phase, which has traditionally been known as vocational education, is also the most expensive, visible and advanced element on the learning for work spectrum. Therefore, its continuation and further development should be protected by the Congress mainly through the incorporation of the major elements of P. L. 90-576 into the new legislation. But it is also important that furtherance of this kind of education exist within a comprehensive framework of support for other facets of learning for work, for this will lead to a more sensible and streamlined method of governance and planning.

There is one further advantage. Comprehensive legislation will help the public to understand that the kind of education that prepares people for work is appropriate for every person, regardless of the position in life to which he aspires. The Council believes that only such recognition will permit the breakthrough, in terms of local and state funding support, so necessary for education for work to assume its legitimate status in American education.

2. Governance

We believe that the sole state agency concept specified in P. L. 90-576 should be continued, for it is not possible to have effective planning and comprehensive services if control over funds for this kind of education is divided among competing agencies and boards.

Education for work is expensive and it is tied to an economy that is rapidly changing. Consequently, it is not feasible for local school districts to develop programs in isolation from one another. Not only is the cost prohibitive but they cannot possibly have access to the comprehensive job market information needed to make intelligent curriculum decisions.

The same problems of expense and rapid change argue for close coordination and consolidation of control at the state level. But the goal should be a collegial kind of leadership that involves local, regional, and state agencies sharing similar concerns.

The designation of a sole state agency should contain certain guarantees, however. We have found in Rhode Island that a

Commissioner and the State Board of Regents, exercising their organizational prerogatives, have in the past widely distributed functions, duties and responsibilities concerned with education for work throughout the Department. As a result, coordination and leadership over this kind of education has been difficult, if not impossible, to achieve. Fortunately, a new Commissioner is moving to restore effective management. But the Council believes it would be advisable for new legislation to call upon a state agency, as a condition for being designated the sole state agency, to provide certain guarantees that the management of education for work be unified and placed at a high enough level in the organizational structure to meet the approval of the U. S. Commissioner of Education.

3. Coordination

Leadership by a single state agency has the potential of bringing about more effective coordination. This involves an articulation between and among the various grade levels - elementary, secondary, post-secondary, and continuing - as well as between the education for work system as a whole and the manpower training field.

Some observers have argued for a consolidation of manpower training and education for work. The Council does not support this view for we believe there is a natural and necessary distinction between these two approaches. The primary concern of manpower training is a healthy economy. It is involved chiefly with training people to fill jobs made possible through economic development. It is also necessarily concerned, especially in times of economic hardship, with finding work for the unemployed and underemployed. The clientele served by manpower training programs is generally composed of persons who have completed the formal educational process or who have dropped out.

Education for work also has to be concerned with economic realities. But its primary responsibility, along with all other aspects of education, is to serve the needs of the individual as a member of society. This has always been the major purpose of vocational education legislation passed by the Congress. It should be continued.

The Council believes, therefore, that the distinction between manpower training and education for work should be maintained because of the imperatives that shape each of these efforts. We also believe, however, that strong linkages should be established and developed between both approaches and that new legislation should require cooperative planning and a sharing of data and facilities.

4. Planning

Effective planning is essential to a successful system of education for work. In recognition of this fact the Congress, in the Vocational Education Amendments of 1968, required that each state desiring federal funding under the Act must submit "...a State Plan at such time, in such detail, and containing such information as the Commissioner deems necessary, which meets the requirements set forth in this Title."

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We have found this to be true of our own State and have pointed it out in our most recent report - Learning for Work - 1974.

Despite these difficulties, however, the planning that has occurred under P. L. 90-576 has established a solid foundation for a much more coordinated and comprehensive effort at the national, state and local levels in the future. The requirement for a State Plan, therefore, should continue to be an integral part of any new legislation. But there should be safeguards provided:

a. The state agency responsible for developing the plan should be required to involve, in a formal and systematic way, local and regional planning groups concerned with education for work; the State Manpower Planning Council and the Ancillary Manpower Planning Boards (AMPBs) provided under the Comprehensive Employment and Training Act (CETA): and the State Advisory Councils on Vocational Education.

b. Federal funds should be allocated only after the State Advisory Council formally accepts the State Plan. This would insure that state boards of education give the utmost consideration to the advice and recommendations of the Councils.

c. Funds should be set aside for dealing with inadequate needs assessment, a chronic deficiency in most states at the present time.

5. Evaluation

The State Plan will only be as effective as a continuing evaluation system that provides a thorough and continuing analysis of programs underway. Evaluation is everyone's business. It begins at the local level where teachers and administrators should engage in self-evaluation concerning their own instructional programs. The state and the U. S. Office of Education have a continuing monitoring responsibility. Potentially, the most important evaluations, however, are those performed by the National Advisory Council on Vocational Education and the State Advisory Councils on Vocational Education. These independent bodies, with members appointed by elected officials (not by the agencies they oversee), represent the consumers of the education for work product. They are relatively free of the professional biases and vested interests that exist in any professional endeavor, including education. As a result, they can provide a more objective analysis of the effectiveness of education for work.

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The State Advisory Councils should continue to be designated as the primary evaluation agencies in every state and additional funds, earmarked especially for evaluation, should be provided over and above their current operating budgets.

6. The Acquisition and Use of Data

Good management is based on good data. Systematic planning, effective coordination, and thorough evaluation all depend on the availability and reliability of information. Yet practically every report concerning vocational education, whether by the National or State Advisory Councils or the Government Accounting Office or other evaluative agencies, has been severely critical of both a lack of reliable data and uniformity in reporting.

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It should be noted that the problem of deficient data exists not only in the field of education. The Department of Labor has been struggling with this for years. To develop a sound and reliable information system in every state and for the nation as a whole is a monumental task. But we must work at it for it is the only route to effective management.

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The Council recognizes the substantial support given by the Congress to education for work, and it is grateful for this opportunity to provide the Senate Subcommittee on Education with observations and recommendations concerning its continuation.

Senator PELL. Mr. Kitto.

STATEMENT OF LARRY KITTO, CHAIRPERSON, MINNESOTA STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, ACCOMPANIED BY RALPH S. WHITING, A PAST CHAIRMAN OF THE MINNESOTA STATE ADVISORY COUNCIL AND DEAN V. DANNEWITZ, COUNCIL STAFF DIRECTOR

Mr. KITTO. Mr. Chairman, first, let me thank you and your committee for the opportunity to present testimony here today. The Minnesota State Advisory Council for Vocational Education, made up of 35 sincere, dedicated people from all over the State of Minnesota, considers it an honor to be here. I bring you their best wishes from the great State of Minnesota. As chairman of the council, I am accompanied here today by Mr. Ralph S. Whiting, a past chairman of the Minnesota State Advisory Council, and Mr. Dean V. Dannewitz, council staff director.

Second, before I get into the testimony itself, I wish to have the Minnesota State Advisory Council go on record as being very proud and supportive of the high level of quality education being provided in the State of Minnesota. I would especially like to acknowledge that the vocational education program in our State is considered a model for other States in providing vocational educational services. The council is very pleased in being a part of this, and we want to contribute whatever we can in continuing quality education at the highest level possible.

The Minnesota State Advisory Council has reviewed, analyzed, and evaluated the various current Federal laws having to do with vocational education, with particular emphasis on Public Law 90–576, The Vocational Education Amendments of 1968, and Public Law 92–318, The Education Amendments of 1972. There is particular interest in Federal legislation in 1975, because Public Law 90–576 is due to expire this year and must be renewed or amended.

On July 13, 1974, the Minnesota State Advisory Council presented testimony to the General Subcommittee on Education of the U.S. House of Representatives in Minneapolis, Minn. The council prepared a report as a statement of the effectiveness and responsiveness of the provisions of Public Law 90–576, and Public Law 92–318, titles X and XII, to the people's needs in Minnesota. The basis of that evaluation was a series of questions compiled by the National Advisory Council for Vocational Education. Members of the Minnesota State Advisory Council worked long and hard in compiling this report, the results of which we feel are as significant today as they were when they were presented at the hearing in July 1974. I request that the statement/testimony of this evaluation and report be included as part of our testimony here today.

The Minnesota State Advisory Council has concluded that on the basis of their analysis and evaluation, the Vocational Education Amendments of 1968 have accomplished a great deal towards improving vocational education, and is basically a good law. In considering the renewal or amendment of this law, the Minnesota State Advisory

Council recommends that the basic purpose and format of the law be kept as presently structured. However, the council has taken the position that the administrative implementation of Public Law 90–576 has not conformed to the congressional mandate expressed in the law. For this reason, and others described below, the council feels that several changes and improvements are needed in Public Law 90–576, which would better insure that the original intent of Congress be reaffirmed, clarified, and administratively implemented. The Minnesota State Advisory Council is convinced that Public Law 90–576, as well as Public Law 92–318, represents an accurate statement of the demands of the citizens of this Nation, and particularly the citizens of the State of Minnesota, for performance accountability in the offering of vocational education services. However, administration, management, and implementation of many of the provisions of the laws have left something to be desired.

Therefore, the Minnesota State Advisory Council has chosen to develop its own general recommendations for proposed changes to Public Laws 90–576 and 92–318 in preference to commenting on and reacting to changes suggested by various agencies, associations, commissions, boards, and/or other interested organizations. These statements of recommendations of official council positions are general in nature and apply to issues and concerns, rather than suggestions for revising specific language of legislation currently before, or proposed to be submitted to, the U.S. Congress. This is in keeping with the advisory nature of the council, which does not include direct lobbying activities on specific clauses of specific legislation. Therefore, the Minnesota State Advisory Council for Vocational Education, based on positions, opinions, and observations made over the past several years has prepared the "Recommendations on Potential 1975 Legislative Issues, U.S. Congress," which we respectfully request be included as a part of our testimony today and are included in the Appendix.

The Minnesota Advisory Council is concerned about the following general areas as they affect vocational education:

COMPREHENSIVE PLANNING AND EVALUATION

The Minnesota State Advisory Council for Vocational Education has consistently been concerned with, and highly critical of, the current philosophies, policies, and practices behind the development and evaluation of the State plan for vocational education. In every annual evaluation statement and report on the State plan, as well as testimony given the U.S. Congressional Oversight Committee in 1974, the council has pointed out that the administrative implementation of Public Law 90–576 does not conform to the congressional mandate to provide a needs assessment and a pricing out of potential costs of providing vocational education services based on the needs, interests, and abilities of the individual in light of actual or anticipated job opportunities. The council has pointed out that the current methods of developing the State plan for vocational education is not based on a needs assessment, but is a fiscal "compliance" document which budgets programs based primarily on an assumed availability of fund for vocational education. The council further feels that the development of the State plan should be a comprehensive planning process of which needs assessment is a basic element. The council suggests that, within the context of a comprehensive planning process, the needs assessment would provide a basis for establishing priorities in the allocation of funding for those areas, programs, groups, or whatever. The council questions how priorities in program planning can be established on vocational education unless such priorities are based on an assessment of needs and a comprehensive planning process.

The council has had difficulty with the practical application of the responsibility to annually prepare and submit to the U.S. Commissioner of Education, via the State board of education, a State plan evaluation statement. Initial rules and regulations established, as well as the language of the law, provided no necessity for the State board to respond to, implement, or even acknowledge a recommendation made by the State advisory council. Consequently the first four evaluation statements prepared by the Minnesota State Advisory Council for Vocational Education were limited to providing a statement of need and recommendations in the areas specifically within the purview of either the U.S. Commissioner of Education or the U.S. Congress. With the change of rules and regulations by the Commissioner of Education several years after the implementation of the law, there was a requirement of the State board of vocational education to specifically react to the recommendations of the council. Generally, the issues raised by the council have still not received adequate responses. There is no requirement for communication or negotiations in the present law to facilitate elimination of differences. The Minnesota State Advisory Council feels that the 1968 law needs strengthening to provide that annual appropriations recommendations for vocational education be backed up by the details of local and State needs for such training in a form understandable and readily available to interested parties.

JOB PLACEMENT ASSISTANCE

The Minnesota State Advisory Council recommends that education should have a continuing supportive role in assisting the individual person in pursuing a career. The council has stated that education must stand ready to provide supportive services, such as job placement assistance, to facilitate the updating of individual talents. The council feels that assisting in placing the student in an appropriate job and being able to follow up with the student as to how career plans, expectations and training are being met, provides an essential feedback mechanism and check-and-balance to the effectiveness of school curricula, as well as education in general.

The Minnesota State Advisory Council feels that job placement assistance should be closely coordinated with the State department of employment services in the appropriate States so that a compatible interrelationship of employment and placement services can be developed.

ROLE OF THE STATE ADVISORY COUNCILS FOR VOCATIONAL EDUCATION

The Minnesota State Advisory Council has frequently questioned the status and role of State advisory councils, and believes that not only should State advisory councils be retained but the role of councils should be clarified and strengthened. The basic concept of State advisory councils is good, but the council has felt that its points of view and advice should have more of an impact on vocational education than has been apparent. The council feels that recommendations and evaluation statements have tended to be generally ignored or rationalized as being unimportant or impractical. The Minnesota State Advisory Council feels that, as stated above, it should have a stronger role and greater direct involvement in the process of the development of the State plan for vocational education. The Council has vigorously suggested that the legal requirement to "sign on" to a completed State plan does not provide the council with any capability to follow up its evaluative suggestions. The council has also suggested that the State board of education should make more effective use of the availability of the council in a continuing advisory role to the State board.

The Minnesota State Advisory Council has taken the position that the planning process for the State plan for vocational education should include all vocational and occupational education programs regardless of the type or level of institution, whether community college, State college, University of Minnesota, et cetera, and not be restricted to area vocational technical institute programs. In the State of Minnesota, for example, there are some 45 vocational educational programs currenty being offered in the community colleges and 34 vocational education programs are offered through the 4-year State college system. The council feels that implementation and clarification of the role, relationships and responsibilities of the council under Public Law 92-318, which provides for comprehensive planning of all vocational education regardless of institution level, type, et cetera, should have been made years ago in order to implement the intent of Congress.

The Minnesota State Advisory Council does not see its role as an administrative or a research-oriented agency, and, in fact, does not aspire to assume such a role. On the other hand, the council feels that it should be initiating and utilizing the results of more independent, objective studies, reviews and analyses of vocational educational problems and needs in order to support evaluations and recommendations made by the council. The council feels that access to capabilities for research and professional advice and counsel outside of the established educational system would greatly improve the impact the council could have on improving vocational education. The council feels that Federal funds which support council activities could be used for this purpose if such funds were provided at a fully funded level.

VOCATIONAL EDUCATION FUNDING

The Minnesota State Advisory Council has consistently held that first priority must be given to fulfilling the needs of the people for vocational education at the local level. The council feels that funds should be used for instructional programs and not diverted to administrative or other noninstructional activities and purposes. The council suggests that one method of controlling the amount of funds that can be retained at the State level would be to define the term "administrative" in sufficient detail so as to clearly establish the intent of the law. The allegations made by the recent General Accounting Office (GAO) report on this subject define such limitations. It should be clear that the Minnesota State Advisory Council is not criticizing directly or implying the number of persons in administrative positions in Minnesota or in any State is excessive, or wrong, but that there is an apparent need to agree on what is classified as administrative.

The Minnesota State Advisory Council has stated that the deficiency in the planning process to provide a clear-cut definition of the need for services by all categories of individuals seeking vocational education makes it impossible to document that the current set-asides are not adequate other than by the number of individual requests for educational services heard by the council from special needs, handicapped and disadvantaged groups. The council has said that, for all practical purposes, the current set-aside of funding moneys represents maximum effort by the State rather than a minimum effort as intended by the law. The council has further pointed out that where depletion of Federal funding for programs of the special needs individuals has actually resulted in termination of the special program. The council recommends that a requirement for States to match Federal set-asides for special needs be established and maintained on a continuing basis, thereby insuring State and local involvement in and commitment to special needs programs based on assessment of needs.

The council has also been concerned that current vocational educational laws act as a disincentive to those States who have achieved outstanding vocational education programs because of the threat that Federal funds would eventually be diverted to States with less effective programs. The council feels that this approach is counterproductive and does not act in the interests of the individual States or to the Nation as a whole.

The Minnesota State Advisory Council has strongly recommended that all facilities and resources for vocational education be efficiently and maximumly utilized regardless of type, level, institutional setting, public, proprietary, or whatever. The basic concern of the council is the availability of training services whether they be in public, private, industrial, or other occupational preparation centers to meet people needs. In the council's 1973 evaluation statement and the 1973 public report the council recommended, "the adoption of a policy to use surplus classroom space, including the use of incentives to meet the challenging enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings and other educational institutions operate at much less than full capacity." I request that a copy of this evaluation statement and the 1973 public report of the council be included as a part of this testimony.

COUNCIL MEMBERSHIP

The Minnesota State Advisory Council recommends that the revisions to the 1968 act provide for a 60–40 noneducator to educator ratio of membership for each State advisory council. The council feels that although professional educators are a necessary part of State advisory councils and supply a level of expertise and knowledge of the educational system that noneducators do not possess, majority representation should be accorded to noneducators who are not a part of the educational system and who can take a completely objective view of education.

CONGRESSIONAL AND LEGISLATIVE COMMUNICATIONS

The Minnesota State Advisory Council recommends that some form of improved communication and liaison be established between the U.S. Congress and the State legislatures. We have observed that the goals, objectives, and concerns of the Congress are very similar to the goals, objectives, and concerns of our State legislature. We feel there should be a more direct and formal dialog established between Congress and State legislatures than is currently being accomplished. We feel that by discussing points of view and objectives that many of the problems of matching legislation at the State and Federal levels could be overcome.

CONCLUSION

Mr. Chairman, let me conclude by repeating the recommendation of the Minnesota State Advisory Council for Vocational Education that the basic purpose and format of Public Law 90–576 be retained as presently structured and that the original intent of Congress be reaffirmed, clarified, and administratively implemented in the areas mentioned in this testimony and in the support material in the appendix. Thank you very much.

We would welcome any questions you may have.

Senator PELL. I would like to state that Senator Beall regrets that he could not be here. He is at the Commerce Committee meeting at this very moment so he asked me to present his regrets and regards to you. He also mentioned that you have some people with you who you might care to introduce as you make your presentation. I think Mr. Kitto also had some people that he might care to identify for the public record.

Mr. KITTO. Also with me are Mr. Dean Dannewitz who is staff director for the council and Mr. Whiting who is a past chairman of the advisory council.

Senator PELL. What are their first names?

Mr. KITTO. Mr. Dean Dannewitz and Mr. Ralph Whiting.

[The prepared statement of Mr. Kitto with attachments follows:]

TESTIMONY

by the

MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Larry Kitto

Chairperson

Before the

EDUCATION SUBCOMMITTEE

of the

COMMITTEE ON LABOR AND PUBLIC WELFARE

U. S. SENATE

Washington, D.C.

May 8, 1975

MR. CHAIRMAN, Senator Mondale, and Members of the Senate Subcommittee on Education:

First, let me thank you and your Committee for the opportunity to present testimony here today. The Minnesota State Advisory Council for Vocational Education, made up of thirty-five sincere, dedicated people from all over the State of Minnesota, considers it an honor to be here. I bring you their best wishes from the great State of Minnesota. As Chairman of the Council, I am accompanied here today by Mr. Ralph S. Whiting, a past Chairman of the Minnesota State Advisory Council, and Mr. Dean V. Dannewitz, Council Staff Director.

Secondly, before I get into the testimony itself, I wish to have the Minnesota State Advisory Council go on record as being very proud and supportive of the high level of quality education being provided in the State of Minnesota. I would especially like to acknowledge that the vocational education program in our State is considered a model for other States in providing vocational educational services. The Council is very pleased in being a part of this, and want to contribute whatever we can in continuing quality education at the highest level possible.

The Minnesota State Advisory Council has reviewed, analyzed, and evaluated the various current Federal laws having to do with vocational education, with particular emphasis on Public Law 90-576, "The Vocational Education Amendments of 1968", and Public Law 92-318, "The Education Amendments of 1972". There is particular interest in Federal Legislation in 1975, because Public Law 90-576 is due to expire this year and must be renewed or amended.

On July 13, 1974, the Minnesota State Advisory Council presented testimony to the General Subcommittee on Education of the U.S. House of Representatives in Minneapolis, Minnesota. The Council prepared a report as a statement of the effectiveness and responsiveness of the provisions of Public Law 90-576, and Public Law 92-318, Titles X and XII to the people's needs in Minnesota. The basis of that evaluation was a series of questions compiled by the National Advisory Council on Vocational Education. Members of the Minnesota State Advisory Council worked long and hard in compiling this report, the results of which we feel are as significant today as they were when they were presented at the hearing in July, 1974. I request that the Statement/Testimony of this evaluation and report be included as part of our testimony here today.

The Minnesota State Advisory Council has concluded that on the basis of their analysis and evaluation, the Vocational Education Amendments of 1968 have accomplished a great deal towards improving Vocational Education, and is basically a good law. In considering the renewal or amendment of this law, the Minnesota State Advisory Council recommends that the basic purpose and format of the law be kept as presently structured. However, the Council has taken the position that the administrative implementation of Public Law 90-576 has not conformed to the Congressional mandate expressed in the law. For this reason, and others described below, the Council feels that several changes and improvements are needed in Public Law 90-5[illegible] which would better insure that the original intent of Congress be reaffirmed, clarified, and administratively implemented. The Minnesota State Advisory Council is convinced that Public Law 90-576, as well as Public Law 92-318, represents an accurate statement of the demands of the citizens of this Nation, and particularly the citizens of the State of Minnesota, for performance accountability in the offering of vocational education services. However, administration, management, and implementation of many of the provisions of the laws have left something to be desired.

Therefore, the Minnesota State Advisory Council has chosen to develop its own general recommendations for proposed changes to Public Laws 90-576 and 92-318 in preference to commenting on and reacting to changes suggested by various agencies, associations, commissions, borads, and/or other interested organizations. These statements of recommendations of official Council positions are general in nature and apply to issues and concerns, rather than suggestions for revising specific language of legislation currently before, or proposed to be submitted to, the United States Congress. This is in keeping with the advisory nature of the Council, which does not include direct lobbying activities on specific clauses of specific legislation.

Therefore, the Minnesota State Advisory Council for Vocational Education, based on positions, opinions and observations made over the past several years has prepared the Recommendations on Potential 1975 Legislative Issues, U.S. Congress, which we respectfully request be included as a part of our testimony today and are included in the Appendix.

THE MINNESOTA ADVISORY COUNCIL IS CONCERNED ABOUT THE FOLLOWING GENERAL AREAS AS THEY AFFECT VOCATIONAL EDUCATION:

Comprehensive Planning and Evaluation

The Minnesota State Advisory Council for Vocational Education has consistently been concerned with, and highly critical of, the current philosophies, policies and practices behind the development and evaluation of the State Plan for Vocational Education. In every Annual Evaluation Statement and Report on the State Plan, as well as testimony given the U.S. Congressional Oversight Committee in 1974, the Council has pointed out that the administrative implementation of Public Law 90-576 does not conform to the Congressional mandate to provide a needs assessment and a pricing out of potential costs of providing vocational education services based on the needs, interests, and abilities of the individual in light of actual or anticipated job opportunities. The Council has pointed out that the current methods of developing the State Plan for Vocational Education is not based on a needs assessment, but is a fiscal "compliance" document which budgets programs based primarily on an assumed availability of funds for vocational education. The Council further feels that the development of the State Plan should be a comprehensive planning process of which needs assessment is a basic element. The Council suggests that, within the context of a comprehensive planning process, the needs assessment would provide a basis for establishing priorities in the allocation of funding for those areas, programs, groups, or whatever. The Council questions how priorities in program planning can be established on vocational education unless such priorities are based on an assessment of needs and a comprehensive planning process.

The Council has had difficulty with the practical application of the responsibility to annually prepare and submit to the United States Commissioner of Education, via the State Board of Education, a State Plan evaluation statement. Initial rules and regulations established, as well as the language of the law, provided no necessity for the State Board to respond to, implement, or even acknowledge a recommendation made by the State Advisory Council. Consequently the first four Evaluation Statements prepared by the Minnesota State Advisory Council for Vocational Education were limited to providing a statement of need and recommendations in the areas specifically within the purview of either the United States Commission of Education or the United States Congress. With the change of rules and regulations by the Commissioner of Education several years after the implementation of the law, there was a requirement of the State Board of Vocational Education to specifically react to the recommendations of the Council. Generally, the issues raised by the Council have still not received adequate responses. There is no requirement for communication or negotiations in the present law to facilitate elimination of differences. The Minnesota State Advisory Council feels that the 1968 law needs strengthening to provide that annual appropriations recommendations for vocational education be backed up by the details of local and state needs for such training in a form understandable and readily available to interested parties.

Job Placement Assistance

The Minnesota State Advisory Council recommends that education should have a continuing supportive role in assisting the individual person in pursuing a career. The Council has stated that education must stand ready to provide supportive services, such as job placement assistance, to facilitate the updating of individual talents. The Council feels that assisting in placing the student in an appropriate job and being able to follow up with the student as to how career plans, expectations and training are being met, provides an essential feedback mechanism and check-and-balance to the effectiveness of school curricula, as well as education in general.

The Minnesota State Advisory Council feels that job placement assistance should be closely coordinated with the State Department of Employment Services in the appropriate states so that a compatible interrelationship of employment and placement services can be developed.

Role of the State Advisory Councils for Vocational Education

The Minnesota State Advisory Council has frequently questioned the status and role of State Advisory Councils, and believes that not only should State Advisory Councils be retained but the role of Councils should be clarified and strengthened. The basic concept of State Advisory Councils is good, but the Council has felt that its points of view and advice should have more of an impact on vocational education than has been apparent. The Council feels that recommendations and evaluation statements have tended to be generally ignored or rationalized as being unimportant or impractical. The Minnesota State Advisory Council feels that, as stated above, it should have a stronger role and greater direct involvement in the process of the development of the State Plan for Vocational Education. The Council has vigorously suggested that the legal requirement to "sign on" to a completed State Plan does not provide the Council with any capability to follow-up its evaluative suggestions. The Council has also suggested that the State Board of Education should make more effective use of the availability of the Council in a continuing advisory role to the State Board.

The Minnesota State Advisory Council has taken the position that the planning process for the State Plan for Vocational Education should include all vocational and occupational education programs regardless of the type or level of institution, whether Community College, State College, University of Minnesota, etc., and not be restricted to Area Vocational Technical Institute programs. In the State of Minnesota, for example, there are some 45 vocational educational programs currently being offered in the Community Colleges and 34 vocational education programs are offered through the 4-year State College System. The Council feels that implementation and clarification of the role, relationships and responsibilities of the Council under Public Law 92-318, which provides for comprehensive planning of all vocational education regardless of institution level, type, etc., should have been made years ago in order to implement the intent of Congress.

The Minnesota State Advisory Council does not see its role as an administrative or a research-oriented agency, and, in fact, does not aspire to assume such a role. On the other hand, the Council feels that it should be initiating and utilizing the results of more independent, objective studies, reviews and analyses of vocational educational problems and needs in order to support evaluations and recommendations made by the Council. The Council feels that access to capabilities for research and professional advice and counsel outside of the established educational system would greatly improve the impact the Council could have on improving vocational education. The Council feels that Federal funds which support Council activities could be used for this purpose if such funds were provided at a fully-funded level.

Vocational Education Funding

The Minnesota State Advisory Council has consistently held that first priority must be given to fulfilling the needs of the people for vocational education at the local level. The Council feels that funds should be used for instructional programs and not diverted to administrative or other non-instructional activities and purposes. The Council suggests that one method of controlling the amount of funds that can be retained at the State level would be to define the term "administrative" in sufficient detail so as to clearly establish the intent of the law. The allegations made by the recent General Accounting Office (GAO) Report on this subject could be overcome by implementation of guidelines which clearly define such limitations. It should be clear that the Minnesota State Advisory Council is not criticizing directly or implying the number of persons in administrative positions in Minnesota or in any state is excessive, or wrong, but that there is an apparent need to agree on what is classified as administrative.

The Minnesota State Advisory Council has stated that the deficiency in the planning process to provide a clear-cut definition of the need for services by all categories of individuals seeking vocational education makes it impossible to document that the current set-asides are not adequate other than by the number of individual requests for educational services heard by the Council from Special Needs (handicapped and disadvantaged) groups. The Council has said that, for all practical purposes, the current set-aside of funding monies represents maximum effort by the State rather than a minimum effort as intended by the law. The Council has further pointed out that where depletion of Federal funding for programs of the Special Needs individuals has actually resulted in termination of the special program. The Council recommends that a requirement for states to match Federal set-asides for Special Needs be established and maintained on a continuing basis, thereby ensuring state and local involvement in and commitment to Special Needs programs based on assessment of needs.

The Council has also been concerned that current vocational educational laws act as a disircentive to those states who have achieved outstanding vocational education programs because of the threat that Federal funds would eventaully be diverted to states with less effective programs. The Council feels that this approach is counterproductive and does not act in the interests of the individual states or to the nation as a whole.

The Minnesota State Advisory Council has strongly recommended that all facilities and resources for vocational education be efficiently and maximumly utilized regardless of type, level, institutional setting, public, proprietary, or whatever. The basic concern of the Council is the availability of training services whether they be in public, private, industrial or other occupational preparation centers to meet people needs. In the Council's 1973 Evaluation Statement and the 1973 Public Report the Council said "the adoption of a policy to use surplus classroom space, including the use of incentives to meet the challenging enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings and other educational institutions operate at much less than full capacity." I request that a copy of this Evaluation Statement and the 1973 Public Report of the Council be included as a part of this testimony.

Council Membership

The Minnesota State Advisory Council recommends that the revisions to the 1968 Act provide for a 60-40 noneducator to educator ratio of membership for each State Advisory Council. The Council feels that although professional educators are a necessary part of State Advisory Councils and supply a level of expertise and knowledge of the educational system that noneducators do not possess, majority representation should be accorded to noneducators who are not a part of the educational system and who can take a completely objective view of education.

Congressional and Legislative Communications

The Minnesota State Advisory Council recommends that some form of improved communication and liaison be established between the U.S. Congress and the State Legislatures. We have observed that the goals, objectives and concerns of the Congress are very similar to the goals, objectives and concerns of our State Legislature. We feel there should be a more direct and formal dialogue established between Congress and State Legislatures than is currently being accomplished. We feel that by discussing points of view and objectives that many of the problems of matching legislation at the State and Federal levels could be overcome.

Conclusion

Mr. Chairman, let me conclude by repeating the recommendation of the Minnesota State Advisory Council for Vocational Education that the basic purpose and format of Public Law 90-576 be retained as presently structured and that the original intent of Congress be reaffirmed, clarified and administratively implemented in the areas mentioned in this testimony and in the support material in the Appendix.

We would welcome any questions you may have.

MINNESOTA STATE
ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Executive Committee

[illegible]
chairperson

Rodney Hale
vice-chairperson

Mabel Cason
secretary

Harry Kane
treasurer

Bettie Friberg
James Nash
Dorothy Thompson

Council Staff

Dean V. Danewitz
staff director
Employee Relations
Consultants, Inc.

Minnesota State

Advisory Council for Vocational Education

Recommendations on

Potential 1975 Legislative Issues

U. S. CONGRESS

THE MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION:

RECOMMENDS that the roles of the State Advisory Councils for Vocational Education be clarified and strengthened.

* * * *

RECOMMENDS that the U. S. Congress establish a method of controlling the amount of Federal funds which can be retained at the State level. This would assure that maximum Federal funds will be made available for direct services to vocational education.

* * * *

RECOMMENDS that the Secretaries of Health, Education and Welfare and the Department of Labor be required to establish a process for comprehensive planning which relate vocational education to the State post-secondary commissions authorized by the Education Amendments of 1972 and the Comprehensive Employment and Training Act (CETA) of 1973, to ensure that education and manpower efforts will be coordinated and synchronized for students at all levels -- secondary, post-secondary and adult.

* * * *

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RECOMMENDS that if the U. S. Congress believes that priority attention should be given to persons with special needs in the utilization of Federal funds in providing programs and services, a requirement for states to match Federal set-asides for special needs on a 50 - 50 basis should be established and maintained on a continuing basis, thereby ensuring state and local involvement in and commitment to special needs programs based on assessment of needs.

* * * *

RECOMMENDS that an incentive plan with reasonable maintenance features be devised which would provide new Federal funding to those achieving and surpassing the measureable objectives and intent of Congress on vocational education.

* * * *

RECOMMENDS that Federal funds be established to encourage cooperative arrangements to expand vocational offerings and strengthen programs through use of other nonprofit training facilities.

* * * *

RECOMMENDS that a program of job placement assistance and follow-up be implemented through the schools on all Federally supported vocational education programs with the cooperation and in coordination with the U. S. Department of Employment Services.

* * * *

RECOMMENDS that Federal legislation be changed so that Federal vocational funds be required to be directed to local educational agencies for use in programs in those skill areas for which existing or anticipated job opportunities, whether local, regional or national, can be demonstrated based on a continuous assessment and analysis of needs.

* * * *

RECOMMENDS that a requirement be established that a portion of the Federal funds permitted to be retained at the State level be used specifically to design and implement an integrated comprehensive planning process for the development of the State Plan for Vocational Education.

* * * *

RECOMMENDS that the criteria for membership on State Advisory Councils provide for a ratio of 60 percent non-educators to 40 percent educators to total Council membership.

* * * *

RECOMMENDS that the channels of communication and liaison be improved between the United States Congress and the State Legislatures of each State.

* * * *

MINNESOTA STATE
ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Executive Committee

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chairperson

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STATEMENT/TESTIMONY
MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION
FOR THE UNITED STATES CONGRESS OVERSIGHT HEARINGS ON
PUBLIC LAW 90-576, PUBLIC LAW 92-318, AND
RELATED EDUCATIONAL LEGISLATION

Adopted March 14, 1974

SUMMARY

The Minnesota State Advisory Council for Vocational Education has prepared and presents, this report as a statement of the effectiveness and responsiveness to the people needs in Minnesota of the provisions of PL 90-576, the Vocational Education Amendments of 1968, Public Law 92-318, Titles X and XII, the provision relating to providing Occupational Educational Services included in the "Educational Amendments Act of 1972".

The basis of this evaluation has been the series of questions suggested by the National Advisory Council for Vocational Education in concert with other state advisory councils and, it is our understanding, in recognition of questions concerning the members of the United States Congress.

This Council has given the State Board of Vocational Education, Division of Vocational Technical Education;

randomly selected local educational agencies; and other interested state agencies the opportunity to respond to specific issues raised by the questions. Our report includes a representation, by direct quote, of these views, particularly those of the state administrative agency.

One basic fact seems to represent a summary of the findings:

> The administration implementation of Public Law 90-576, in the State of Minnesota, does not conform to the Congressional mandate to provide a needs assessment and the pricing out of the costs of meeting the political commitment of the 1968 law to provide vocational education services based on the "needs, interests, and abilities of the individual" in light of "actual or anticipated job opportunities."

The Minnesota Council, since its inception, has been concerned about the adequacy of the data gathered and used for the purposes of planning, as well as resource allocation, both in terms of demonstrating the needs for federal and state funding and in the allocation of dollars.

The state administrative agency has readily acknowledged that it does not totally portray the demand for vocational educational services in Minnesota's annual and long-range plan submitted to the United States Office of Education, as required by PL 90-576, or in other concise published form. The continuing justification for this administrative position is a view that it does little good to document the needs for programs and/or additional resources beyond the actually anticipated level of funding available from federal, state, and/or local sources.

This Council views this attitude and management practice as contradictory not only to the mandates of 1968 law, but also to the functional need for additional documentation to justify additional appropriations, both by the United States Congress and the Minnesota State Legislature.

A secondary issue, this Council would identify, results from the mode of the management of the 1968 law: a perpetuation of the traditional use of federal vocational grants primarily for the purpose of maintaining the public system of vocational education:

> The administrative use of demographic data, program approvals, and criteria for personnel and related certification gives priority to the maintenance of the institutional setting, first at the post-secondary, then secondary, and finally, other program needs. This is rather than promoting program availability based on people needs, with particular emphasis on concentrations of educationally, economically, or socially disadvantaged persons and the handicapped.

This Council is of the view that, as a further result of this management philosophy and practice there has not been an identification of the service potential--or use--of private, non-governmental organizations, institutions, and agencies providing vocational educational services:

> The administrative consideration of the full use of private, as well as public, educational and non-educational facilities currently available to provide vocational education opportunities for the citizens of Minnesota will continue to be token as long as the available federal and state dollars will not fully meet the funding aspirations of Minnesota's public vocational education systems.

Finally, it is the summary view of this Council, based on the documentation presented by the responses to the questions, that the stated purpose of federal funding to assist in assuring accessible vocational education services for all citizens is not being achieved:

> Significant population groups, both in Minnesota's urban as well as rural areas, are not being adequately served with opportunities to attain salable job skills, especially those who are handicapped or economically, socially, or educationally disadvantaged.

RECOMMENDATIONS

The degree to which the commitments of the Congress, as expressed by PL 90-576, as well as PL 92-318, have failed to be fulfilled, is, in the view of this Council, because of a basic contradiction in the attitude of the executive branches at the federal and state level, specifically the U. S. Commissioner of Education, the United States Office of Education, state boards of education, and state divisions of vocational education to ignore or violate the provisions of federal statutes without penalty.

> Recommendation. That the Congress reaffirm the commitment and responsibility as placed upon the executive branch of government to fulfill the provisions of educational laws and, further, provide an adequate mechanism for the citizens and/or any other interested organizations to use the judicial process to prosecute violations of federal law.

The Minnesota State Advisory Council is convinced that the will of the Congress, as expressed by the provisions of PL 90-576 and PL 92-318, represents an accurate statement of the demands of citizens of this nation, and particularly the taxpayers of Minnesota, for a performance accountability in the offering of vocational education services. Further, it is the view of this Council, that the members of the Legislature of the State of Minnesota equally, and as aggressively, hold the same views and are seeking to effect the same mandates, which have been presented by the Congress in these laws.

Contributing to this problem is the lack of an effective means of communication between the legislative branches at the federal and state levels. Any communication between the Congress and the Minnesota Legislature, as a practical matter, is effected through the federal and state executive branches, and conditioned by the philosophy, attitudes, and prejudices, of the executive branches:

> Recommendation. That the United States Congress explore a means of providing for a direct liaison with the Legislature of the State of Minnesota, and all other states, territories, and possessions.

This Council is aware and would point out, that there is a natural contradiction of responsibility when the administrative agency, faced with the normal constraints of available resources, is charged with the responsibility of defining a demand and costing-out services far beyond the actual or currently anticipated revenue resources:

> Recommendation. That revisions in PL 90-576 provide that the responsibility for identifying the total demand for vocational education services be assigned to an agency, possibly to the state legislative branch and/or its agents,

without the day-to-day considerations of budgetary limitations, or management responsibility. The separation of the responsibility to measure the demands for services from the manager's day-to-day responsibilities to live within budgetary constraints can provide better information as a basis for legislative determination of priorities of allocation.

RESPONSES TO QUESTIONS REGARDING PL 90-576

1. WHAT AMOUNT OF FEDERAL FUNDS HAS YOUR STATE RECEIVED IN EACH OF THE LAST FIVE YEARS? IF THE FULL AMOUNT AUTHORIZED HAD BEEN APPROPRIATED, WHAT AMOUNT WOULD YOUR STATE HAVE RECEIVED IN EACH OF THE LAST FIVE YEARS?

	Received	Authorized
FY 1973*	$	$
FY 1972	8,834.384	12,825,000
FY 1971	7,679,335	10,025,000
FY 1970	6,757,155	8,475,000
FY 1969	5,084,132	5,325,000

* Figures for Fiscal Year 1973 were not available at the time of preparation of this report.

2. WHAT ARE ALL THE FEDERAL, STATE, AND LOCAL DOLLAR EXPENDITURES FOR VOCATIONAL EDUCATION IN EACH OF THE LAST FIVE YEARS?

	Federal	State and Local**
FY 1972	$8,957,139	$47,461,176
FY 1971	7,891,314	40,383,975
FY 1970	6,367,259	31,295,892
FY 1969	5,084,132	23,359,722

** These figures have been prepared from the official records and submitted by the Minnesota Department of Education, Division of Vocational Education. This Council has been informed that the accounting of local dollars is limited to those funds used in matching Federal and/or State monies for vocational education programs; local dollar figures do not include, according to the Division, any local expenditures for vocational education programs which are not directly identified as matching monies to Federal and/or State vocational education support.

3. IF FUNDS WERE HELD OVER FROM YEAR TO YEAR, WHY WAS THIS DONE?

The administrative agency's view of why funds have been held over is as follows:

"Federal funds have been held over every year. It is fortunate that the amendment allowing the carry-over of federal funds was passed. The delay by Congress in appropriating monies makes it nearly impossible to expend the funds within an appropriation

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year. In most instances, the appropriation has not been made until at least half way through the fiscal year. Not knowing the amount of money to be received makes it impossible to conduct programs that will expend the money in the last half of the fiscal year."

This Council concurs with the observations of the administrative agency:

The fact of congressional continuing resolution and/or actual appropriation well into a current fiscal year almost necessitates the option of carry-over funding. This Council would like to point out, however, that the fact of carry-over funds should not be misinterpreted as an indication that the State of Minnesota cannot use, and is not using, every penny of Federal dollars made available for vocational education purposes. Any time lag is due to mechanical process related to fiscal control to assure effective use of dollars.

4. WHAT IS THE RATIO OF EDUCATORS TO NON-EDUCATORS ON YOUR COUNCIL? SHOULD THIS RATIO BE DIFFERENT? IF SO, HOW?

The ratio of educators to non-educators on the Minnesota State Advisory Council for Vocational Education for the past five years is as follows:

	Educators	Non-Educators
1969	10	10
1970	15	13
1971	12	13
1972	16	13
1973	18	17

It is the judgment of this Council that the above ratio of educators to non-educators on our advisory Council is reflective of the categorical representation suggested under provisions of law.

The Council recommends that the law should provide for a 60-40 non-educator to educator ratio. Educators are a necessary part of advisory councils and supply an expertise and knowledge of the system that non-educators do not possess. However, greater representation should be accorded to non-educators who are not part of the system and can take a more objective view of education. Non-educators are not constrained, either overtly or covertly, in taking a position.

Even with a 60-40 proportion of non-educators on the Council, the problem of the availability of citizen members of the Council to attend meetings may still persist. Many non-educator Council members are unable to get time off from their jobs or are financially unable to afford the loss of wages for the hours they miss. In order to alleviate this problem, this Council recommends:

1. Federal appropriations should be adequate to provide for reimbursement to all Council members for out-of-pocket expenses incurred as a result of their attendance at any Council meeting, including reimbursement for loss of wages.

2. To insure geographic representation within a state, one non-educator Council member should be appointed from each Congressional district.

5. TO WHAT EXTENT HAS YOUR COUNCIL BEEN CONSULTED ON VOCATIONAL EDUCATION POLICY IN THE STATE BEYOND THE WRITING OF THE STATE PLAN? PLEASE GIVE EXAMPLES.

The following is a list of specific, official requests received by the Council for advice on matters concerning the policy of vocational education beyond the writing of the annual state plan.

Request for Council to visit and make recommendations on improving services at the Blue Earth Vocational Center, Cambridge State Hospital, and the Red Lake Indian Reservation. Recommendations were forwarded to the Department of Education in a memo on March 31, 1971. 1/71.

Request for Council to participate in a hearing on the proposed alternatives affecting the governance of public post-secondary institutions in Minnesota. 2/12/70.

Request the Council review the total program of teacher education in the state. 1/14/71.

Request the Council review the legislative proposals and forward their reactions to the Governor's office. 2/11/71 and continuing.

Request Council to comment on the position paper of the State Board on Career Education. 2/10/72.

Request the Council undertake a study on the effect of tuition charges in AVTI's. 4/20/72.

Requested recommendations from the Council on the implementation of PL 92-318 in Minnesota. 10/12/72.

Requested by State Board to react to prepared statement of education philosophy, purposes and goal statement. 6/14/73.

It must be acknowledged that representatives of the administrative agencies representing vocational education have regularly attended Council meetings to make statements of current operation and management considerations and, as a result, they have had sufficient opportunity by virtue of on-going discussion to receive advice.

6. TO WHAT EXTENT HAVE THE RECOMMENDATIONS CONTAINED IN YOUR COUNCIL'S EVALUATION REPORT BEEN IMPLEMENTED? PLEASE GIVE EXAMPLES.

This Council has had some difficulty with the practical application of the annual responsibility to prepare and submit to the United States Commissioner of Education, via the State Board of Education of an annual evaluation. Initial rules, and regulations established, as well as the language of the law, provided no mandate for the state administration to respond to, let alone implement, a recommendation. As a result, the first four statements (evaluations) prepared by the Minnesota State Advisory Council for Vocational Education were limited to providing a statement of need and recommendations in areas specifically within the purview of either the United States Commissioner of Education or the United States Congress. Included was a request that the approach demand that state plan be functional, not only as an actual statement of need.

With the change of rules and regulations by the Commissioner of Education two years ago, and the requirement of the State Board of Vocational Education to specifically react to the recommendations of the Council, the Minnesota evaluation statement has been directed specifically to issues within the competency of the state administration. These issues have not been responded to, other than by direct rejection, by the state administration.

Based on the rejection of the evaluation recommendations of this Council, as submitted to the USOE, with the Fiscal Plan for 1974 (dated June, 1973), this Council sought from representatives of the United States Commissioner of Education, Chicago Regional Office, a clarification.

Specific inquiry was made by this Council of a position formally expressed in the State Plan by the State Board. A recommendation by this Council that the planning document be improved to better define people needs was specifically rejected by the Board. The State Board's position was, and is:

"The U. S. Office of Education requirements for planning are excellent in theory. However, there is a deficiency in practice. The planning requirements are based on the anticipated receipt of federal dollars. Because there is literally no idea of the level of federal funding during the planning period, the planning process becomes unreal. The U. S. Office of Education requires that the State Plan be prepared in a mode of anticipated (unknown) funding.

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable.

"Similarly, the excess cost of providing vocational-technical education is difficult to gather with accuracy. Considerable research has been conducted in this area; and it has shown that, with the low level of federal funding, to accurately reflect its impact would cost more than the amount provided by the federal government. It is anticipated that estimators may be developed in this area that will provide for adequate consideration."

This Council, at a meeting with the Chicago Regional Office of the Commissioner of Education, asked for a reaction to the above statement by the Minnesota State Board of Vocational Education.

The USOE Regional Representative's response was that they generally referred to the State Plan as a planning document, and that they, "accept the law which says the State Plan is a planning document. Rules and Regulations, Section 103.31, says the plan is a detailed description of the State Plan which the Council has an input into. It spells out definitely that it is a short range and a long range plan. Our answer to your question would be whatever is submitted to our office from the State is a plan from the State. We see that document as a long range compilation. It is a State Plan which is put together at the state level with your support and sign on -- for federal monies. After the Plan is approved and the budget is approved as to how to spend, then state and local dollars come as part of that Plan. Plan is inclusive of state, federal and local plans."

The Council asked if all state plans are the same.

USOE Regional Representative responded, "Guidelines are put together for all states to follow. States do have flexibility. Overall plans must include the same material and if it varies, then the state must say that they are not following the guidelines and give a reason. Part three - goals, objectives, dollars - that is a planned change but is tied to dollars. When that plan comes to our office, we are assuming the state has established priorities on spending money and we accept your decisions on how to spend dollars. We check very closely that dollars fall into each category of the law. The state establishes priorities within parts g, h, etc. -- what portions will go to secondary, post-secondary, etc."

The Council asked what the reaction of the Regional Office was to the statement (that the plan is not really a plan).

USOE Regional Representative replied, "USOE cannot accept that statement. The statement is in error. We accept it as a planning document to us, signed by all state agencies."

The Council then asked if they (USOE) operate on the basis of assumption and if in fact the guidelines don't have any clout to assure a planning document as a planning document.

USOE Regional Representative responded, "We accept it as a plan. Our only concern is that the Council makes an evaluation and that the State Board has to reply . . . The Regional Office has no jurisdiction to see that the Board rejects or accepts the Council's recommendations. At the Regional level, we have no jurisdiction as far as councils are concerned. The Council report goes to Washington - not regionalized. It is still at the Central Office. We (at Regional Office) are told only that the Advisory Council has made a statement and the Board has replied."

This Council pointed out that the rules and regulations establish that the Commissioner shall determine to his own satisfaction that the State Board has adequately responded to the Evaluation Statement. The Council asked if this is done in Washington.

USOE Regional Representative replied, "You are putting us on the spot - it is supposed to be done in Washington."

This Council then asked if the responsibility to make a judgment has not been delegated to the Regional Office.

USOE Regional Representatives responded that, "The responsibility has not been delegated to the regional office. We only see that an evaluation has been submitted and that there is a response."

This Council asked if analyzing the substance of the plan was not the responsibility of the Regional Office.

USOE Regional Representative responded, "No, not right now."

This Council asked if the Regional Office - with responsibility of managing the law - does have any knowledge from Washington or Congress as to whether there is any concern of USOE in this particular value judgment on State Board versus Council positions.

USOE Regional Representative said, "We have not asked and have not had any input into what kind of an evaluation this should be. If it comes to the Regional Office, we do not receive guidelines (from Congress) to develop an evaluation of how Council recommendations have been accepted by the Board, working relationship, etc. . . We are given the authority only to say, 'We have looked at Council's evaluation and Board's reply' . . . We have the procedure and have to go on assumptions that if there is a vast difference of opinion, at least in first instance of that, there would be no posture on part of the Regional Office to give a decision. We would say 'settle yourself', State Board and Council."

Regional Representative continued, "As far as the Regional Office is concerned, we do not feel we are in a position to be dictating to state - they have to try and work out their own problems. At this point, I don't think at the national level there has ever been any question of State Plan as to evaluation and answers."

This Council noted that there is concern on the part of Congress in this area.

USOE Regional Representative replied, "If they (Congress) feel that law is not being fulfilled, then they will have to make the law stronger. If enough Councils across the nation say the USOE is not fulfilling the law, then legislation to change it should be made."

The Council asked if a state - whether in agreement with Council or not - is in violation of the law in submitting only a fiscal document.

USOE Regional Representative asked, "What do you mean by a fiscal document?"

This Council replied it was referring to the language used in the reply of the State Board of Vocational Education to the Council's 1972 Evaluation Statement.

USOE Regional Representative said, "The State Plan is not a fiscal document -- it is more than a fiscal document. Their (the State Board) wording here that this is a fiscal document and not a plan is wrong. It is a plan. We accept it as a planning document and is meets the requirements."

The Council asked does the State Plan in fact comply with the law if the State is not responding on total expenditures of money for vocational education?

USOE Regional Representative said, "We have no way (of assuming) they aren't. If you know different then say so."

The Council inquired if the entire State Plan is subject to public hearings.

USOE Regional Representative responded, "Yes."

The Council then asked if there is a difference of opinion between Council and State Board if the Regional Office doesn't try to see who is right or wrong? If State Board and Council still can't come to an agreement, what then?

USOE Regional Representative said, "We assume agreement when you sign on. This may be a weakness of the law. Three state plans have not been approved because councils did not sign on. . .46 state plans have been approved, seven are awaiting signature and three had not been approved by the Regional Offices."

This Council asked about the sign on and also the statement of points of disagreement as represented by an exhibit of the Annual Evaluation Statement and the State Board's responses to it.

USOE Regional Representative stated, "These are two different things. One is signature on the plan. We check to see if Evaluation Statement and reply are included (as exhibits). Reply could say we disagree. Different process than the signature of the Council itself."

USOE Regional Representative said, "Most other states sign on with a very simple statement - one sentence long. . . (referred to) unfortunate language saying it was in error stating a fiscal document only . . . (asked) if the Council gets an answer back from Washington when Council submits its evaluation report."

This Council said no.

The Council asked if the Regional Office receives the Evaluation Report.

USOE Regional Representative responded, "We receive a courtesy copy, although sometimes we even have to ask for a copy."

Council asked if it would be consistent to have the responsibility to follow these points of law and managing at Regional Office.

USOE Regional Representative replied, "Yes. Regional Office has authority to approve State Plan and the only reason it is sent to Washington to be signed by the Commissioner. Normal and natural for Council to go through our office."

Council asked in the Regional reviewing of State Plan and in reading the response of State Board stating this was a fiscal document and does not represent all the activities of the state, does that not raise questions in terms of other responsibility in the Plan? If the State Board admits not putting all facts in document, what cause and effect does that have in terms of the regional review of the Plan?

USOE Regional Representative stated, "It does not talk about money here."

Council then quoted, "No question in our mind that plan information is inadequate. . ."

USOE Regional Representative responded, "The first two State Plans that came in (in 1969 and 1970) were thick because they had detailed demographic information. We said that part you need within the state for your own planning but we want a state summary - period. We were wading through page after page of detailed information which was summarized. It was difficult to get to the summary. We made the suggestion that as far as we were concerned, the state still had the essential information we wanted in the summary."

This Council noted receiving, in the spring of 1971, a specific response from the State Department referring to it as a fiscal document. Council also referred to PL 90-576, Section 123. The Council asked in fact the posture taken by the State Board in not presenting all information, does the Regional Office feel it is getting enough information to make a value judgment?

Regional Representative said, "Yes."

The Council asked if the USOE felt that there was needed a detailed plan within Minnesota responsive to these summary documents submitted.

USOE Regional Representative responded, "What should happen is that the State Plan should be put together after all information is received from all locales. Get all information from local LEA's and then out of that information, put it together and establish priorities. All local information cannot be put in the State Plan - too much. The labor figures and demographic statistics in most cases are obtained from larger areas (not be school districts), pooled together from local sources and come up to the district and is there put together in a State Plan."

This Council asked the Regional Office if the evaluation should address the lower level of information or address the State Plan.

USOE Regional Representative replied, "The Council has to evaluate whether education is meeting the needs of all people - going to have to filter back to local."

Council asked how the Regional Office sees its evaluation responsibility and ours (the Council).

USOE Regional Representative said their, "evaluation of programs really comes only at time of acceptance of Plan - we provide technical assistance, points of problem areas, etc. Unit audits (HEW) and if they (HEW) find something wrong then we (USOE Regional Office) make decisions to settle the audit. We (Regional Office) do not officially supervise or evaluate to that point."

This Council expressed a desire to understand its role in relationship with that of the Regional Offices. It pointed out that it prepares a sign on statement, which indicates the degree to which this Council is in agreement with the State Plan, and an Evaluation Statement each fall. The State Board of Education reacts, but in the view of the Council, as far as the Regional Office or USOE is concerned there seems to be no concern about agreement.

The Council asked if they could interpret what the Regional Representatives were saying literally to say that their only concern is to receive evidence of the preparation of statements by the State Board and the Council.

The Regional Representative responded, "The only alternative the Council has is to review the State Plan and, if input doesn't go in, then refuse to sign it . . . This is a red flag device (to the Regional Office).

The Council pointed out that under its understanding of the law, the fact that it has had an opportunity to express its opinions in making recommendations for inclusion in the State Plan in itself meets the requirement of provision of PL 90-576. As a result, the Council is concerned that a refusal to sign off simply because of a disagreement with the context of the plan -- in response to the specific requirement of the law that the councils acknowledge whether or not they have been given an opportunity to be heard -- would in fact be illegal.

USOE Regional Representative suggested, "There is a possibility that there needs to be further legislation."[1]

7. WHAT ALTERNATIVES TO AN ANNUAL EVALUATION REPORT WOULD BE MORE EFFECTIVE THAN THE PRESENT SYSTEM? WHAT ACTIONS HAVE YOU TAKEN TO FOLLOW UP RECOMMENDATIONS NOT ADOPTED? PLEASE GIVE DETAILS.

The effectiveness of the annual evaluation report and process really hinges on the necessity for the administrative agency and the Advisory Council to negotiate an agreement on differences of opinion expressed in the annual evaluation.

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[1] Taken from the transcript of the October 4, 1973 meeting with the Evaluation Input Committee of the Council and the Chicago Regional Office of USOE, 3:30 p.m., Council office, St. Paul, Minnesota.

A partial answer to this question is reflected in our response to question No. 6, "To what extent have the recommendations contained in your Council's evaluation report been implemented? Please give examples."

The current evaluation by this Council is such because the United States Office of Education fails to assume its responsibility under the law to mandate that the state agency comply with the provisions of PL 90-576. Most, if not all objections expressed by this Council in its annual evaluation report, have centered on areas where this Council perceives an overt decision by the state administrative agency to ignore the intent, if not the concrete provisions, of the law.

The assumption by the United States Office of Education of its responsibility as established under the law would make the evaluation process more functional and effective. Beyond that, the Congress might, responsive to a sensitive state's rights issue, provide in law that the governor of a state certify a review and adjudication, if and when, an advisory council identifies a serious deficiency and an inability to reach a reasonable agreement with the administrative agency.

Further, recognizing that in some instances governors may not wish to act in such a judicial process, the Congress might provide, as an option to the governors, for the establishment of a third party arbitration board which could be available to the governor, the advisory council, and/or administrative agency in the individual states in order to provide a solution to deficiencies identified through evaluation. Such a board might be membered by representatives of other advisory councils, other administrative agencies, and/or knowledgeable, but disinterested third parties.

8. HAVE YOU FOUND THAT OTHER AGENCIES (e.g. LEA'S, PUBLIC, PRIVATE SCHOOLS, POST-SECONDARY INSTITUTIONS) DESIRE TO USE THE COUNCIL AS A RESOURCE? PLEASE GIVE EXAMPLES OF SERVICES PROVIDED.

This Council has found, on numerous occasions, that its services have been requested by local educational agencies and/or other groups concerned with the availability of educational - vocational services in Minnesota.

For example, in January of 1973, a group of parents of mentally retarded citizens and/or non-governmental, non-profit agencies providing "Work Activity" services for the mentally retarded were notified of a termination of vocational education monies for the support of these work activity programs. The Council was asked and attempted to serve as an "amicus curiae" between the parent and agencies group, the Division of Vocational Education, the

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State Board of Education, and the Governor's Office. Unfortunately, the interests of the parents and agencies were not satisfied and the issue is currently before the United States Federal District Court in St. Paul, Minnesota.

Individual local agencies have contacted and discussed with this Council concerns about specific committments of the annual state plan for vocational education and/or rules and regulations which impose upon school districts, as a condition of receiving federal or state monies, conditions which seemingly contradict the local LEA's needs and/or the needs of the citizens. Such state requirements have included complaints about criteria for curriculum, which reflect a metropolitan union-oriented work force (apprentice-oriented) demand for rural areas where the extension of unions or minimum standards imposed on an urban metropolitan center seem unnecessary or impractical.

Another example was the contradiction between a state over supply of some professions in certain areas (practical nurses) as an obstacle for local program approval in an area where a severe shortage and need for practical nurses is compounded by the inability to attract to that area persons with those skills.

This Council has also been used by the Minnesota Legislature as a third party interpreter of needs of vocational education during the 1973 regular session of the Legislature. For instance, this Council served as an influence to get an additional four million dollars appropriated for vocational education based on calling attention to the disparities between the funds to be appropriated in final bill being considered by the Legislature, and the Governor's recommended budget for vocational institutions and non-vocational institutes.

9. IS YOUR COUNCIL ABLE TO FUNCTION AS THE INDEPENDENT AND AUTONOMOUS AGENCY THE LAW AND REGULATIONS REQUIRE? ARE THERE PRACTICES IN YOUR STATE THAT IMPEDE THIS?

Current Minnesota Statutes constrain the activity of the Council only to the extent of the limitations placed on the ability of the Council to reimburse members for expenses. Specifically, as an example, since most members of the Council are employed, there is a great benefit in having meetings at the lunch hour when individuals are available to get away from work for Council activity. Current Minnesota rules, regulations, and laws prohibit the reimbursement of individuals for luncheons unless such individuals are required to stay over night in an out-of-town setting.

10. ARE THERE PROBLEMS IN YOUR STATE WITH THE DEFINITIONS PROVIDED IN SECTION 108? IF SO, WHAT CHANGES SHOULD BE MADE, AND WHY?

No.

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11. TO WHAT EXTENT DOES THE STATE BOARD USE PRIVATE VOCATIONAL TRAINING INSTITUTIONS? PLEASE GIVE DATA YEAR BY YEAR.

The position of the state administrative agency is:

"The State Board does not individually contract with private vocational training institutions. Individual districts conducting vocational-technical training classes are allowed to contract with private institutions. Where economics and quality programming can be obtained through private institutions, the local districts are encouraged to participate. Because this is a local decision, the private institutional activity does not appear in the federal reports. In those programs where the Division has had a more direct involvement, such as MDTA, private contracting has been more pronounced."

This Council, in order to respond to this question, asked the Minnesota Association of Private Trade Schools to record their experience level. The following tables suggest their responses, which also provides a comparison of private vocational program use by vocational education, vocational rehabilitation, manpower development training, and other related programs:

Use of Private Trade Schools by State Administrative Agencies

Groups Contracting with Private Trade Schools

All School Total	Vo-Ed*	VR	MDT	Other
1969	0	13	15	108
1970	0	10	15	40
1971	0	12	15	43
1972	0	47	22	47
1973	0	47	14	24
**Grand Total of Students	0	170	176	306

*(Through Local Education Agencies or state contracts)

**Some school responses indicated totals that were not distributed by year.

12. WHAT HAS BEEN THE ALLOCATION OF RESOURCES, IN TOTAL DOLLARS AND IN PERCENTAGE OF ALL VOCATIONAL EDUCATION DOLLARS SPENT IN YOUR STATE, FOR EACH OF THE PURPOSES UNDER SECTION 122 FOR EACH OF THE LAST FIVE YEARS?

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FY 1972	Federal	%	State and Local*	%
Total	$8,957,139		$47,461,176	
1. Secondary	712,044	8.0	11,486,201	24.0
2. Post Sec.	1,721,466	19.0	24,161,213	51.0
3. Adult	270,515	3.0	3,401,940	7.0
4.(a) Disadv.	1,244,947	14.0	551,589	1.0
(b) Handicap.	740,218	8.0	147,474	.3
5. Construct.	2,526,262	28.0	2,526,262	5.0
6. Guid. & Coun.	135,326	2.0	676,137	1.0
7. Con. Instr.	-0-	-0-	-0-	-0-
8. Anc. Serv.	2,144,772	24.0	4,098,474	9.0

FY 1971	Federal	%	State and Local*	%
Total	$7,391,314		$40,383,975	
1. Secondary	94,942	1.0	8,938,642	22.0
2. Post Sec.	2,149,003	27.0	22,174,220	56.0
3. Adult	172,968	2.0	2,573,417	6.0
4. (a) Disadv.	1,123,142	14.0	288,718	1.0
(b) Handicap.	582,190	7.0	40,796	.1
5. Construct.	1,970,000	25.0	1,970,000	5.0
6. Guid. & Coun.	45,363	.6	17,445	.04
7. Con. Instr.	-0-	-0-	-0-	-0-
8. Anc. Serv.	1,394,939	18.0	4,092,240	10.0

FY 1970	Federal	%	State and Local*	%
Total	$6,367,259		$31,295,392	
1. Secondary	354,903	6.0	6,556,818	21.0
2. Post Sec.	1,361,394	21.0	13,685,787	44.0
3. Adult	91,933	1.0	2,053,493	7.0
4. (a) Disadv.	687,917	11.0	577,625	2.0
(b) Handicap.	556,876	9.0	301,985	1.0
5. Construct.	1,905,262	30.0	1,995,262	6.0
6. Guid. & Coun.	260,341	4.0	260,341	1.0
7. Con. Instr.	-0-	-0-	-0-	-0-
8. Anc. Serv.	283,952	5.0	2,437,813	8.0

*Figures do not include non-matched local funds.

At the time of the preparation of this testimony, break-down figures for fiscal year 1969 were not available. FY 1969 figures were not divided into Section 122 categories.

13. ARE THERE PROBLEMS WITH THE DEFINITIONS OF POST-SECONDARY EDUCATION, ADULT EDUCATION, OR OTHER TERMS IN YOUR STATE? IF SO, HOW SHOULD THEY BE CHANGED, AND WHY?

No.

14. ARE THE DEFINITIONS OF HANDICAPPED AND DISADVANTAGED USED IN YOUR STATE ADEQUATE? IF NOT, HOW SHOULD THEY BE CHANGED, AND WHY?

Based on this Council's experience, the problem does not seem to center on the definition of the handicapped and disadvantaged. The basic issue would seem to be the extent of the ethical, legal, as well as monetary, responsibility to serve this class of citizen.

The administrative agency's answer to this question is:

"Yes. The State of Minnesota used the grid developed by the U.S. Office of Education in determining disadvantaged. We use the same criteria as Special Education in identifying handicapped. However, the person is not disadvantaged or handicapped unless he/she cannot compete in regular vocational education and needs supportive help or a special program."

The Division of Vocational Rehabilitation, although it has no definition for the disadvantaged, did submit the following definition for handicapped:

"(1) Any individual who has a physical or mental disability and a substantial handicap to employment which is of such a nature that vocational rehabilitation services may reasonably be expected to render him fit to engage in a gainful occupation including a gainful occupation which is more consistent with his capacities and abilities.

"(2) Any individual who has a physical or mental disability and a substantial handicap to employment for whom vocational rehabilitation services are necessary for the purpose of extended evaluation to determine rehabilitation potential."

The Department of Manpower Services has submitted the following definitions:

"A disadvantaged individual, for Manpower Program purposes, is a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.

"Although some sort of basic definition is undoubtedly required to provide guidelines, we do have objections to this definition.

Our main objection of the definition is that it does not allow sufficient flexibility to permit inclusion of persons who of right should be considered disadvantaged so that they may be aided by Manpower programs. Many of these persons are technically not eligible within the definition. We feel that this objection could be overcome by building a waiver system into the criteria for selection. This would allow related factors to temper the strict limits of the definition. Such items as the existence of substantial debts, lack of financial reserves, prospects for employment, etc., could then be considered in determining disadvantaged status."

All applicants of the Manpower Program are identified as "handicapped" who:

"(1) Have a condition which is included in a list of 66 specific disabilities.

"(2) Have a service-connected disability rated 10 percent or more by the Veterans Administration or which resulted in retirement from the service.

"(3) Have any other physical, mental, or emotional disability which:

- (a) Requires the applicant to modify or change his occupation.
- (b) Makes it difficult for the applicant to get employer acceptance for suitable work.
- (c) Requires special consideration to prevent the applicant from undertaking work likely to aggravate the disability; or cause him to jeopardize the health or safety of others.
- (d) Restricts the opportunities of an inexperienced handicapped applicant for entering industry, trade, or profession.
- (e) Indicates that the handicapped job seeker can improve his employability through the use of the adjustment service of another agency.

"This definition appears to be very adequate and much more usable than others currently in use. Many definitions are very vague or subjective. In their effort to achieve brevity they have lost the specific guidelines which are necessary if there is to be uniform identification. These guidelines are especially important to assure that all who might benefit from services available are identified and considered for them.

"Definitions such as 'Disability' means a mental or physical condition which constitutes a handicap are not only subjective but vague. Statements of this type may be acceptable for general discussion purposes; however, they do not provide sufficient information for making uniform identification and statistical reports of agency activities."

Lastly, the definition according to Minnesota Statute 120.03 is as follows:

"Subdivision 1. Every child who is deaf, hard of hearing, blind, partially seeing, crippled or who has defective speech or who is otherwise physically impaired in body or limb so that he needs special instruction and services, but who is educable. as determined by the standards of the state board is a handicapped child.

"Subdivision 2. Every child who is mentally retarded in such degree that he needs special instruction and services, but who is educable as determined by the standards of the state board, is a handicapped child.

"Subdivision 3. Every child who by reason of an emotional disturbance or a special behavior problem needs special instruction and services but who is educable, as determined by the standards of the state board is a handicapped child.

"Subdivision 4. Every child who is mentally retarded in such degree that he requires special training and services and who is trainable as defined by standards of the state board is a trainable handicapped child."

15. ARE 10 PERCENT FOR HANDICAPPED AND 15 PERCENT FOR DISADVANTAGED ADEQUATE IN RELATION TO NEED? PLEASE DOCUMENT.

The answer from the administrative agency is:

"It is impossible to document such a need. I am sure studies will show that a large number of high school students are deficient in math and communications skills which would be a detriment for a student to succeed in regular vocational education. However, there is no way for us to know that they are special needs students until they enroll in a vocational education course."

From the standpoint of this Council, the deficiency in the planning process to provide a clear-cut definition of the need for services by all categories of individuals seeking vocational education makes it impossible to document that the set asides are not adequate, other than by individual requests for service heard by this Council from groups representing the handicapped and disadvantaged which go unanswered. The extent of the severity of this problem is already reflected in a class action suit in U.S. Federal District Court, St. Paul, Minnesota.

16. ARE THE SET-ASIDES USED AS MAXIMUM ALLOCATIONS RATHER THAN MINIMUMS IN YOUR STATE?

For all practical purposes, the set-aside of funding monies represent a maximum effort by the state rather than a minimum effort. This Council would call your attention to the expenditure ratios of federal versus state and local dollars in the charts responsive to Question No. 12, Pages 13 and 14.

17. IS THERE MAINTENANCE OF LOCAL EFFORT IN PROGRAMS FOR THE HANDICAPPED AND DISADVANTAGED?

The statistical response to this question provided this Council by the state administrative agency is as follows:

"Yes. Last year with the expenditure of $2,153,390 of special needs monies, $3,506,897 was generated by state and local funds."

This Council, however, has had called to its attention examples where the depletion of federal funding for programs of the handicapped have resulted in their termination. In addition, review of the statistical charts reflecting the expenditures of vocational education monies in the past five years, as provided by PL 90-576, gives evidence as to the affective maintenance of local effort in programs such as those of the handicapped and disadvantaged versus other program areas where the local and state support is equivalent to 75 percent of the program dollars spent. (See charts responsive to Question No. 12, Pages 13 and 14.)

18. WHAT WOULD IT TAKE TO MEET THE VOCATIONAL EDUCATION NEEDS OF THE HANDICAPPED AND DISADVANTAGED IN YOUR STATE?

The State of Minnesota, in a deposition filed in Federal District Court responsive to a citizen's suit demanding training services for handicapped people, has responded to Paragraph Six of the Complaint, dated May 2, 1973, "The class so defined as to Donnelly may number as many as 3,000 citizens, and as to Bakken, as many as 1800 citizens. The precise number is within the knowledge of defendants and its formulation must await discovery and hearing." by citing in their Answer of all Defendants, dated May 23, 1973, the following:

"Allege that they are without knowledge or information sufficient to form a belief as to the truth of Paragraph Six of the Complaint, except deny that the precise number of members of the alleged classes is within the knowledge of defendants."

The direct response to this question by the state administrative agency for the purpose of this Congressional Oversight Report is:

"I am convinced that doubling the set-aside funds would still not take care of the needs. Our greatest need is in the area of in-service to regular vocational education instructors so that they will address themselves to the individual needs of all students. When this is complete, there will no longer be a need for special needs money."

19. IS CONSULTATION WITH THE ADVISORY COUNCIL ADEQUATE? WHAT CHANGES SHOULD BE MADE?

Generally speaking, the answer to this question is no. From the view of an advisory council, the problem stems from the interpretation of the language of the law by the state administrative agency. Even the opportunity for a Council to participate in a series of meeting for the purposes of discussing the state plan is of little value if, after all discussion, all recommendations and requests of the Council are rejected or ignored. (See response to Question No. 6.)

The answer to the question of what changes should be made is contingent on the Congressional desire to provide "muscle" for an advisory council's participation in the planning process. This question can only be answered by further determination of Congressional intent as suggested by the term "advisory council" and the language of PL 90-576.

20. DOES THE PUBLIC HEARING MAKE A SUBSTANTIVE CONTRIBUTION TO THE PLANNING PROCESS? WHAT CHANGES WOULD YOU SUGGEST AND WHY?

No. The conditions of administrative procedures established by Minnesota statutes, the current practice in relationship to the timing of the preparation and submission of the state plan to the United States Office of Education, and in the sheer volume and complexity of the plan -- which is normally subjected to an annual hearing of less than one-half of a working day -- provide, at the most, suggestions for consideration in the preparation of state plans for the ensuing, but not that planning period.

Changes that might improve the public participation in the preparation of the state plan would include a mandate that each state plan be prepared as the result of the submission by each local education agency of a service demand and program budget cost proposal. Perhaps each of these local plans should be an appendix exhibit to the state plan and with the requirement of adequate local hearings prior to a local education agency's adoption and submission of such vocational technical service plans. (See 1973 Public Report.)

21. WHAT EFFECT DO THE REGULATIONS, GUIDELINES, AND MANAGEMENT PRACTICES OF USOE AND THE REGIONAL OFFICES HAVE ON THE PLANNING PROCESS IN YOUR STATE? IF THERE ARE PROBLEMS, PLEASE GIVE EXAMPLES.

The affect of USOE requirements on planning would seem to contradict the concept of people needs assessments. This is suggested in the state administrative agency's answer:

"There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical education services to the state. The lack of specific documentation and detailed information is by intent. The Plan is prepared to the precise guidelines defined by the U. S. Office of Education. It is our aspiration to provide the U. S. Office of Education with sufficient information to obtain their approval of the State Plan." (See response to Question No. 6.)

22. DO OE REQUIREMENTS RESULT IN AN UNDERSTATEMENT OF THE NEEDS AND OF THE RESOURCES THAT WOULD BE REQUIRED TO MEET THOSE NEEDS?

This Council's response to the question is yes. That is an understatement. This is admitted by the state administrative agency.

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs. Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and usable."

23. IS THE PLANNING PROCESS INHIBITED BY A LACK OF ADEQUATE DATA?

The state administrative agency's response to this question is:

"The statement that inadequate data exists for planning is generally a diversionary tactic in the planning process. Those opposing the plans will request an increased amount of data and, when confronted with it, would probably not change their position. An enormous amount of data is presently available to educators. However, most are reluctant to expend the energy to puruse the data for their decision-making. Tradition and fear of change are more inhibiting to the planning process than available data. These statements are less true in long range planning. No agency or individual has yet devised a crystal ball that is accurate in predicting manpower supply and demand. However, the estimators devised for the Division have thus far been successful."

This Council has experienced difficulty with data, as presented in the annual state plan, because it does not accurately reflect the real needs of groups of citizens. By virtue of demographic grouping into population units too large to provide relevant data, our Council is concerned that the State Plan does not adequately reflect the real needs.

24. WHAT FORWARD FUNDING PROCEDURES WOULD PERMIT FEDERAL DOLLARS TO BE USED MOST EFFICIENTLY?

The Congressional enactment of the Tidings Amendment, providing authority for the carry-over of one fiscal year of unspent monies, has perhaps been the most effective tool for efficient use of federal dollars. The normal funding process by the United States Congress, which sees the finalization of appropriations delayed well into the fiscal year for which funding is being established necessitates the Tidings provision. Recognizing the limitation placed on the ability of the United States Congress to appropriate too far in advance, it is still the view of this Council that the final appropriation and notification to the states should be no later than six months prior to the start of any given fiscal year. (No later than December 31, 1974, for programs beginning July 1, 1975.)

Further, this Council would suggest that a closer alignment of appropriation patterns to the authorizations under law would also provide a general guidance for states and local education agencies in responding to national public policy and the committment to serve our citizens. In states like Minnesota where vocational services are being switched from a reimbursement to a current funding basis, such forward funding commitments are essential.

25. IS DATA ACCESSIBLE TO THE ADVISORY COUNCIL TO ALLOW YOU TO COMPARE GOALS AS STATED IN THE STATE PLAN WITH ACTUAL ACCOMPLISHMENTS? WHAT CHANGES ARE NECESSARY?

Yes and no. A statistical review of the performance of vocational education in Minnesota suggests a fine record in accomplishing the goals stated in each annual state plan. This does not satisfy questions that this Council has as to the validity of establishing state goals as they relate to the specific needs of the people. The issue remains whether state plan goals are presented to assure a good achievement record and whether they are sensitive to the needs of our state.

26. IN YOUR STATE, WHAT TYPE OF CONSIDERATION IS GIVEN TO PARTS A, B, C, AND D?

The state administrative agency's response to this question is:

"Regular Part B funds are used predominantly for post-secondary vocational-technical education. All students in the state have access to these institutions and, therefore, the state constitutes a single region. Matching fund formulas within a state such as Minnesota is more costly in accounting than in providing the intent of the legislation. Also, the foundation aid formula in the elementary/secondary schools presently exceeds 75 percent, which negates the ability to pay factor in relation to the level of federal funding.

"The concept of local manpower requirements is almost a folly when related to over 430 school districts. The state has two very generalizable economic areas -- its metropolitan industrialized area and its outstate rural communities. Considerable data is drawn by the state educational systems in attempts to identify manpower needs. These efforts have been somewhat meager, but sufficient to provide a sound planning base within the vocational-technical systems.

"Similarly, the excess cost of providing vocation-technical education is difficult to gather with accuracy. Considerable research has been conducted in this area; and it has shown that, with the low level of federal funding, to accurately reflect its impact would cost more than the amount provided by the federal government. It is anticipated that estimators may be developed in this area that will provide for adequate consideration."

This Council has had a continuing concern over the application of demographic data as a means of documenting varying factors. This concern by the Council is suggested by the state administrative agency's response.

As our Council pointed out in its 1972 Evaluation Statement, "The demographic data contained in Table II, Part II of the State Plan does not reflect the nature of need. The summarization of the information presented is misleading in that it does not reflect the range that exists using smaller geographic units." Our Council has held and expressed similar concerns in 1973, not only in the context of Table II, but in Table III also.

27. IS THERE A PROBLEM OF DEMOGRAPHIC DATA NOT ACCURATELY REFLECTING NEED? IF SO, PLEASE GIVE EXAMPLES.

Yes. (See response to the preceding question.)

28. ARE THERE INSTANCES IN YOUR STATE WHERE LEA'S WERE CONSTRAINED IN ESTABLISHING NEEDED VOCATIONAL EDUCATION PROGRAMS BECAUSE THE STATE REQUIRED THEM TO RAISE FUNDS THAT THE LEA COULD NOT IN FACT RAISE? PLEASE GIVE DETAILS.

This Council has almost annually received expressions of inquiry and concern from local education agencies centering on this question. Indicative of the problem is the following quotation from a LEA:

"Yes; the policy of full funding for special needs programs was helpful. However, the practice of decreasing the rate of reimbursement each year to a point where the rate is below that for regular programs has caused this school system to 'shy away' from these opportunities. Also, the proposal for current funding will preclude initiation of new programs at the post-secondary level in fiscal year 1975; because we are locked into the previous year's funding pattern which depends in part on reimbursement for program expansion."

29. ARE THE MINIMUM PERSONNEL REQUIREMENTS IN YOUR STATE REALISTIC? WHAT CHANGES SHOULD BE MADE, AND WHY?

This Council has had some concern about the character of minimum personnel requirements as defined in the State Plans. With an over supply of educators with graduate degrees and/or pressures from institutions producing teachers to provide more jobs for baccalaureate educators, there has been a tendency to demand higher and higher degree credentials in such standards.

Further, as one LEA has indicated:

"State-wide formulae for staffing fail to recognize differences in requirements of old versus new buildings (custodial), downtown versus out-of-town locations (administrative - control), large versus small systems in purchasing, staffing (clerical), etc."

30. DO VOCATIONAL EDUCATION PLANNERS RECEIVE ADEQUATE DATA FROM THE EMPLOYMENT SERVICES? ARE THERE OBSTACLES TO COOPERATION? PLEASE GIVE EXAMPLES.

The state administrative agency's view of the information received from state employment is:

"Within the specifics required in the State Plan, employment service data is not utilized. In general it is not available, and what data is available is generally inadequate and invalid. The employment service is not sufficiently staffed to meet its obligation in reporting this data to the Department of Education.

Their long range projections within gross categories of employment are utilized and have proven to be excellent indicators. Specific employment area projections are generated by the Division of Vocational-Technical Education. Such data is annually reviewed with favorable comment by the Department of Manpower Services."

From the view of two local agency educators, the following comments have been received:

"Employment service data are as complete as they can make it. However, several large companies handle their own employment, as do most of the unions. This is more typical in the large urban area than out-of-state."

"To some extent, information available from the employment service is very useful. The current employment status does give some analysis of the current employment market; however, their data lacks quantitative and qualitative information on programs for the preparation of workers. I would think business and industry could be better utilized in forecasting employment needs if they were more willing to share this information with vocational institutions.

"Any obstacle that inhibits cooperation will probably be a result of agencies identity and ego rather than the unwillingness to share. For example, the employment services are willing to share their job vacancy information more readily if they receive the credit for placement."

This Council has discussed the reliability of information on employment trends as the basis for long range planning to meet job market demands. The requests received by the employment services at any given point in time do not necessarily anticipate labor-supply demand for one, two, three, or four years hence, which this Council understands are the basis for job market demand information.

The Council has also been alerted to the tendency by industries to look at the projected labor needs information as confidential, with a fear that any revelation of this information, even to affect better delivery of its training services, will result in a potential danger.

31. WHAT OBSTACLES STAND IN THE WAY OF COOPERATION AMONG AGENCIES IN THE AREA OF ECONOMIC DEVELOPMENT? WHAT CHANGES SHOULD BE MADE?

This question represents an expansion of the preceding question. Generally speaking, in Minnesota the agency responsible for promoting economic development both at the state and local level have relied very heavily on the training centers and vocational schools in Minnesota as a tool for attracting and/or expanding business. Such cooperation need only be perpetuated.

32. WHAT ARE THE FEDERAL, STATE, AND LOCAL DOLLAR EXPENDITURES FOR VOCATIONAL EDUCATION IN EACH OF THE LAST FIVE YEARS?

(Refer to the statistical breakdown of expenditures in Question No. 2, "what are all the Federal, State, and Local Dollar expenditures for Vocational Education in each of the last five years?"

33. EXTRAPOLATING FROM THE LAST FIVE YEARS, HOW LONG WILL IT BE BEFORE YOUR STATE CAN FURNISH VOCATIONAL EDUCATION TO ALL PERSONS IN ALL COMMUNITIES OF THE STATE?

The administrative agency's view of this question is:

"This statement would imply that all persons need vocational-technical education. At the present time, we believe we are unable to serve all individuals who request vocational-technical education. This is particularly pronounced in the post-secondary programs. An extrapolation of our expansion over the last five years would find us able to serve the present level of request by 1980. However, such an extrapolation would not be an intelligent one in view of the present financial status of the state and federal governments. Also, once the persons requesting service are served, there are undoubtedly many who could benefit but will never make a request."

This Council's view is that there is a contradiction when an administrative agency, constrained by practical budgetary considerations, is asked to do a market study which will accurately define what is needed and how much it will cost to provide educational services "to all persons in all communities of the state". There is a need for the Congress to address itself to this problem and give emphasis, to the extent it desires, to see that state plans for vocational education represent a true statement of needs, both in terms of dollars and programs versus the state plan as a fiscal voucher describing a demand approximating federal dollars which will be available.

It might be added that attainment of the political committment of PL 90-576 (to provide vocational education for all Americans) will be possible only when a clearer definition is given to the cost of meeting the public policy, a cost which is now not reflected in the annual state plans for vocational education.

34. AFTER TWO YEARS OF EXPERIMENTING WITH A NEW TABLE III, ARE YOU SATISFIED WITH THE WAY IT IS USED BY THE STATE BOARD AND WITH THE REVIEW AND APPROVAL PROCESS OF USOE? IF NOT, WHAT CHANGES WOULD YOU RECOMMEND, AND WHY?

No. This Council is convinced that, as stated in its 1973 Evaluation Statement:

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"The projections of enrollment contained in Table III do not address the issue of equitable distribution across the state in accordance with the distribution of the needs of the population.

"There is no discernable linkage between the goals described in Table III and the needs identified in Tables I and II."

See response to Question No. 6.

Needed is a clarification by the Congress of its desire, as a mandate to the United States Office of Education, to receive data accurately which would document the specifics responsive to such groups as the handicapped and disadvantaged and existing cost, etc.

If the use of a Table III approach is to be continued, it would be suggested that the program activities be presented against a comparative statement of demand.

35. HAS THIS PROVISION RESULTED IN THE EXCLUSION OF THE MENTALLY RETARDED, EDUCATIONALLY DISADVANTAGED, OR THE HANDICAPPED FROM PROGRAMS? PLEASE GIVE SPECIFIC EXAMPLES.

The use of federal definition of minimum set asides for the handicapped has resulted in a justification by the state for limiting its maximum to that minimally funded by federal dollars.

36. HOW EFFECTIVE HAS THE REVIEW AND APPROVAL ROLE OF USOE BEEN? IF THERE HAVE BEEN PROBLEMS, PLEASE GIVE EXAMPLES.

From the viewpoint of this Council, not at all. See the response to Question No. 6.

37. IN CASES IN WHICH THE STATE BOARD HAS DECLINED TO IMPLEMENT RECOMMENDATIONS OF YOUR COUNCIL, WITHOUT ADEQUATE DOCUMENTATIONS, HAS THE COMMISSIONER OF EDUCATION ADJUDICATED THE MATTER? IN SUCH AN EVENT, WAS THE ADJUDICATION TO YOUR SATISFACTION?

No.

38. HAS ANY LOCAL AGENCY FOUND IT NECESSARY TO REQUEST A REVIEW? PLEASE GIVE DETAILS.

Yes. The following is an answer from a LEA in response to this question:

"Yes; frequently the perceived needs in inner city schools do not correspond with programs developed on a state-wide basis by state staff. This applies also to certification requirements which do not discriminate between those who can and those who cannot teach in an inner-city setting."

39. ARE EXEMPLARY PROGRAMS DIRECTED AT THE NEEDS OF YOUR STATE? WHAT CHANGES WOULD YOU RECOMMEND, AND WHY?

The administrative agency's view of its approach to exemplary program monies is:

"The priorities for research and exemplary expenditures are established by a state-wide committee. The areas of need are prioritized by the committee and project funding made in line with areas of highest priority. The system is efficient and, in our opinion, one of the more objective approaches to the distribution of research and exemplary funds. The Council is represented on our committee."

This Council has on occasion raised the question as to whether or not the completion of an exemplary program, in itself, represents effective use of public dollars unless such programs are not expanded and perpetuated into the normal main stream of operational activity.

40. IS THERE AN ADEQUATE SYSTEM FOR THE DISSEMINATION OF THE FINDINGS OF RESEARCH AND EXEMPLARY PROGRAMS IN YOUR STATE?

The administrative agency states:

"Through the efforts of the Research Coordinating Unit, research and exemplary results have been distributed quite comprehensively. Of greater importance is the need for follow through in providing assistance in implementing and utilizing the findings. Neither the Division nor the Research Coordinating Unit is sufficiently staffed to make this possible."

41. DOES THE BOARD OF EDUCATION OFFER FINANCIAL OR OTHER INCENTIVES TO LOCAL SCHOOL DISTRICTS TO IMPLEMENT PROGRAMS WHICH HAVE PROVED SUCCESSFUL AS EXEMPLARY PROJECTS?

The administrative agency suggests:

"There has not been a consistent incentive policy in utilizing project results. In several instances, however, particularly in the areas of disadvantaged and handicapped, financial incentives have been offered to encourage schools to implement proven programs."

From the view of LEA's, one responds:

"If you refer to the State Board of Education, I would say no, in that exemplary projects by their nature have been successful because they have had funding support. The State Board would assume that if they are successful, then schools would automatically allocate funds for a similar project and outside funding would no longer be necessary.

"The Local Board of Education, particularly those that have a strong commitment or an advocate in the structure for vocational education, usually utilize exemplary projects. Examples: Our own district has developed concepts such as alternative learning programs and a career center as a result of seeing similar activities prove successful elsewhere. The financial support for these activities have the same good fortune that we have had with local support for vocational education."

Another LEA responds:

"Yes. Programs piloted in the cities generally transplant well to any setting. Work Experience Career Exploration Program is one example. However, in order to generate the funds for replication of the Work Experience Career Exploration Program in suburban and out-of-state districts, the rate of reimbursement for WECEP has been cut from 80% to 33% below the support provided in a core city. Conversely, programs piloted in out-of-state districts do not function well financially or in programs in large urban areas which brings us back to the question, 'Are there instances in your State where LEA's were constrained in establishing needed vocational education programs because the State required them to raise funds that the LEA could not in fact raise?'"

42. WITH THE DECLINE OF JOB CORPS, IS THERE NOW A NEED FOR RESIDENTIAL PROGRAMS IN YOUR STATE? PLEASE GIVE EXAMPLES.

The Minnesota Department of Employment Services, which has had the operational responsibility for providing and identifying persons to serve in the Job Corps, reflects the relationship of the Job Corps activity and the need for residential programs as follows:

"With the decline of Job Corps leaves a false impression of the true state of Job Corps in Minnesota.

"One of Job Corps' most valuable accomplishments is its remedial education system. This system is a learner-centered self-paced educational process which is integrated with vocational training resulting in a flexible and meaningful experience for the corpsmember. It is capable of dealing with beginning readers on up through all levels of reading.

"Its vocational training has improved yearly. Many of the vocational courses are taught by union craftsmen. Upon completion of such courses, corpsmembers, if willing to relocate, are practically assured apprenticeship placement.

"Job Corps' uniqueness is its residential feature which provides a new atmosphere in which to learn and progress. In many cases, the residential feature was the number one need of the enrollees.

"With cutbacks in other manpower training programs, there are less opportunities for youth. Many of the Minnesota applicants are those who have been unable to enroll in other programs--the creaming process.

"Enrollment activity in Minnesota during the first half of FY '74 has doubled from the first half of FY '73.

"Placement of Job Corps returnees has increased steadily over the past several years. For the first quarter of FY '74, 93 percent of all returnees nationally were placed--72 percent in jobs. In Minnesota in the last calendar year, 87 percent of those completing Job Corps training were placed in jobs.

"The need for a residential program remains. Examples of kinds of applicant needs not met by other training programs are: an applicant who has no home; an applicant for whom it is deemed inappropriate or undesirable to have the youth be kept in the home or community; youth who lack transporation to other training programs; and those youth who lack the minimum education to qualify for other training programs. Job Corps, as it is now, is meeting needs of many of these youth.

"In terms of residential training programs, there is an unmet need among those whose income does not fall below the poverty criteria. This unmet need could easily be handled by Job Corps if its entry requirements as regards income were liberalized."

The administrative agency states:

"There is possibly a need for a residential vocational-technical facility in the State of Minnesota. However, no substantive research has been conducted in this area. The existing economic pressures are such that to pursue exploration in this area would seem to be a potential disappointment."

This Council has been, and is concerned, over the relationship of basic skills -- such as the ability to use computational skills, to read, and to get along with other individuals -- necessary requisites to the specific responsibility of vocational education to provide job skills. Too often there seems to be an assumption that vocational education will serve as a "cure-all" to provide remedial services, as well as marketable job skills. The Job Corps has served as one means of relieving such pressures on vocational education by providing the supportive educational services that must pre-date or go hand-in-hand with job skill training.

43. HOW IS THE ONE-THIRD MANDATED FOR THE DISADVANTAGED BEING USED?

The administrative agency answers:

"The funds are being used for two types of programs, consumer and homemaking classes for low income adults and basic living classes for mentally retarded adults. The consumer and homemaking classes served 5,000 adults and about 500 mentally retarded were helped to become more self-sufficient in FY '73.

"These funds have been used primarily for adults because there isn't a tax basis within most communities to fund educational programs for disadvantaged adults."

44. HAVE SEPARATE PARTS C THROUGH I HELPED OR HINDERED THE DEVELOPMENT OF VOCATIONAL EDUCATION IN YOUR STATE?

The administrative agency's view is:

"The mandatory set-asides have made considerable contribution. Most significant contributions have been in the areas of research, exemplary programs, and work study. The consumer homemaking and cooperative education funds have not made as much visible impact because these programs were soundly established components of vocational-technical education in Minnesota prior to the 1968 amendments. Therefore, they have been less visible. In all instances, the level of funding has prevented the actual accomplishments intended by the original legislation."

This Council believes that the categorical designations C through I have been helpful and are necessary. It should be pointed out that federal participation in vocational education programs in Minnesota traditionally, by virtue of specific identification, has helped to promote services to people groups or in program areas which would otherwise be totally ignored or receive only token consideration.

45. COULD SOME, OR ALL, OF THOSE CATEGORIES BE EFFECTIVELY CONSOLIDATED INTO A SINGLE BLOC GRANT FOR VOCATIONAL EDUCATION?

No, not until such time as there is adequate implementation of the concept of local planning to meet people needs. (See Question No. 26.)

46. WILL THERE STILL BE A NEED FOR STATE PLANS IF THERE IS CONSOLIDATION? IF SO, DO PRESENT STATE PLAN REQUIREMENTS NEED STRENGTHENING?

It would seem that federal funds have served as an instrument to meet unmet needs and/or as a catalyst for generating state and/or local support in program areas. This Council is concerned that the current management structure in education in the State of Minnesota continues to give heavy emphasis, particularly in secondary program areas and in the direction of post-secondary programs to the traditional academic predominance, when in fact, an accurate reflection of job needs suggests that less than 20 percent of our population will pursue careers which require a baccalaureate or better degree. The requirement of an "equal footing" for occupational versus academic education as suggested by the concept of PL 92-318, Title X, B, reflects the need for a practical re-direction of the current approach to education not only in Minnesota but in the United States. Unless some other mechanism can be provided to safeguard and assure the availability of occupational training programs responsive to individual needs, state plans will need to be perpetuated.

The concern of this Council is reflected in the administrative agency's position:

"It is anticipated that a state plan would always be a necessity regardless of the funding distribution method. At the present time the vocational-technical program is predominantly state funded, and for the receipt of the state funds a program budget is prepared on a biennial basis. The program budget is similar in content to that of a state plan, with the exception of the administrative procedures of Part I. Present state plan requirements are sufficiently strong for the utilized purpose, which is justifying the need for federal funds and portraying the state level objectives to be accomplished during the ensuing year. Strengthening in this context would probably result in additional detail in the plan that would be superfluous to the state or local level plan."

47. DO VOCATIONAL EDUCATION STUDENTS IN YOUR STATE FIND JOBS IN THE AREA OF THEIR TRAINING?

Employment Status of Post-Secondary Vocational School
Graduates one year after graduation.

	1972	1971	1970
Employed closely related	53.5%	52%	51%
Employed broadly related	10.0%	7%	7%
Employed unrelated	18.0%	19%	16%
Unavailable for employment	12.5%	14%	19%
Unemployed	6.0%	8%	7%

Data for 1973 is not available at this time.

48. IS THIS SITUATION BETTER NOW THAN IT WAS IN 1968?

Comparable figures for 1969 and 1968 do not exist for the above data, however, ,the situation has remained relatively stable since 1968.

49. ARE LEGISLATIVE CHANGES NEEDED RELATED TO COORDINATION OF TRAINING OR JOB OPENINGS?

In the view of this Council, the provisions of PL 92-318 represent an evolutionary refinement of the provisions of PL 90-576. It is the position of this Council that vocational education, or training for job competency, does not exist in isolation. The failure of the United States Office of Education to prepare rules and regulations and to commit itself to the implementation of Title X, B, of PL 92-318 is an indication of the problem. The resulting failure of Congress to appropriate monies to implement the 1972 law needs to be re-examined. It is the view of this Council that any revision in the existing public law regarding not only vocational education, but all education, now and in the future, should promote the interrelated relationship and attempt to refine federal committment to a single education delivery system responsive to the needs, interests, and abilities of the individual citizen. (See attached 1973 Public Report.)

50. HOW MANY STUDENTS WERE ENROLLED IN VOCATIONAL EDUCATION IN YOUR STATE IN EACH OF THE LAST FIVE YEARS? HOW MANY WERE IN SECONDARY PROGRAMS EACH YEAR? POST-SECONDARY? GIVE A BREAKDOWN OF ENROLLMENTS BY PROGRAM, BY ETHNIC GROUP AND BY SEX. WHAT PERCENTAGE OF ALL SECONDARY AND POST-SECONDARY STUDENTS DID VOCATIONAL STUDENTS REPRESENT EACH YEAR?

Enrollments (End-of-year figures contained in the fiscal reports to the United States Office of Education):

Year	Total (Sec. & Post.)	Secondary* (9-12)	% Estimate of all H.S. students	Post Secondary	% Estimate of all students available for educ. after H.S.
1972	131,216	110,086	38%	21,130	18%
1971	124,959	104,837		20,122	
1970	109,238	92,701		16,537	
1969	92,437	79,002	32%	13,435**	12%

1973 figures were not available at the time of the preparation of this testimony.

*Secondary students enrolled in reimbursed programs or courses.
**Enrollment as of October 1 is traditionally 500 to 1,500 less than the end-of-the-year figure.

Enrollments by program:

S - Secondary Program
P - Post-Secondary Program

Program		1973	1972	1971	1970*	1969	1972**
Agriculture	S	4,473	3,584	3,377	15,017	3,246	18,862
	P	600	437	453	530	211	889
Distributive	S	6,217	5,542	5,312	6,230	2,053	6,894
Education	P	1,371	1,613	1,545	1,448	227	1,906
Health	S	1,203	399	374	429	173	491
	P	2,016	1,708	1,638	1,432	832	2,687
Occup. Prep &	S	3,786	1,701	1,626	105,486	442	
Home Economics	P	824	434	408	57	106	
Office	S	6,140	5,933	5,653	5,461	13,937	7,423
	P	4,558	3,717	3,581	2,967	1,591	3,581
Technical	S	---	49	44	53		60
	P	2,570	1,761	1,693	2,105	794	2,287
Trades &	S	7,267	4,765	4,562	3,799	1,442	6,246
Industry	P	6,810	6,513	6,247	7,128	3,024	8,818

*Secondary figures in 1970 also includes enrollments in elementary programs.

**This column of enrollment figures for 1972 indicates the number of students in each respective program at the beginning of the year and is included to serve as a basis for comparison with the program completion figures. The secondary programs are all two-year courses of study except Agriculture which is a four-year program.

Ethnic Composition in Post-Secondary Vocational Schools. (Figures reflect October 1 headcounts in the year noted. The 1972 figures would thus be within FY 1973.)

Year	American Indian	Black	Oriental	Spanish American	Total	% Minority Enrollment
1973	135	79	17	91	322	1%
1972	188	99	28	125	440	2%

Enrollment by Sex. (Figures reflect incoming students in the year noted. The 1972 figures would thus be within FY 1973.)

	Post-Secondary		Secondary	
	Male	Female	Male	Female
1972	7,179	11,551	66,273	98,064
1971	5,302	9,051		

RESPONSES TO QUESTIONS REGARDING PL 92-318

1. WHAT CAN YOU, AS A STATE ADVISORY COUNCIL, DO IN YOUR STATE TO ASSIST THE STATE COMMISSION AS THEY FULFILL THE MANDATE GIVEN THEM IN SECTION 1056 (b) (1) (D)?

   Based on the composition of the Advisory Council, as required by the provisions of PL 90-576, our Council does provide the perspective of a diversified group of citizens, users of educational services, and representatives of the educational system itself. Further, the experience of our Council since its inception in 1969 has focused on the need for equal balance in educational services between occupational preparation and traditional academic courses. Our Council is aware of the obstacles faced in an efficient and affective vocational education training program when basic skills of reading, writing, and arithmetic are not acquired by individuals leaving the secondary school system. On the converse, our Council experience suggests an understanding of the problem of the individual who pursues an academic schooling through the secondary years only to arrive at the entrance of a post-secondary program or adulthood, without an appreciation of the broad range of opportunities that exist in our society for career pursuits.

2. ARE YOU, AS A STATE ADVISORY COUNCIL, PREPARED TO ACCEPT A NON-PARTISAN POSTURE INSOFAR AS THE EDUCATIONAL ESTABLISHMENT IS CONCERNED IN YOUR RELATIONSHIP TO THE STATE COMMISSION?

   The Minnesota State Advisory Council sees itself as an advocate of total demand for educational services to prepare them for the world of work. We have found it necessary, by virtue of our assignment from the Congress, to consider not just vocational education but all education, as evidenced by the 1973 Public Report of this Council. (See attached exhibit.) In short, the Minnesota Council would suggest that it is currently operating as a non-partisan influence on all education, particularly concerned with acting as a stimulus to the availability of programs that respond to the individual citizen's needs, interests, and abilities.

3. DO YOU SEE YOURSELF AS AN ADVOCATE OF VOCATIONAL EDUCATION OR THE DIVISION OF VOCATIONAL EDUCATION IN THIS ENDEAVOR?

   Faced with the alternatives of the two possibilities posed by this question, this Council serves as an advocate of vocational education rather than administrative machinery. Further than this, however, our Council concern is for the availability of training services, whether they be in public, private, industrial, or other occupation preparation centers, to meet people needs.

4. IS THE EXPERTISE OF YOUR COUNCIL CAPABLE OF PROVIDING ACROSS-THE-BOARD ADVICE, I.E., GRADES K-16?

Yes. At this time. The record will show that in Minnesota this Council has in fact addressed itself to all aspects of education as designated by the acronism of K-16. See attached 1973 Public Report.

5. IN MAKING RECOMMENDATIONS NOW, AND POSSIBLY WITH THE STATE COMMISSION, DOES YOUR COUNCIL ADDRESS ITSELF TO THE INTERFACING OF VOCATIONAL/OCCUPATIONAL CURRICULA WITH THE TOTAL EDUCATIONAL PICTURE?

Yes. (See attached 1973 Public Report.)

IF SO, HOW?

See attached 1973 Public Report.

IF NOT, DO YOU ANTICIPATE CHANGING YOUR APPROACH?

N/A.

SHOULD, IN FACT, STATE ADVISORY COUNCILS LOOK AT THE TOTAL EDUCATIONAL PICTURE OR ADDRESS THEMSELVES SOLELY TO VOCATIONAL EDUCATION?

It is the view, and has been the practice of this Council, to approach the total educational picture in the realization that vocational education does not exist in isolation. The ability of the individual student to acquire occupational skills in vocational programs is contingent upon how well he is prepared in basic human skills in previous educational experience. Since the higher education systems represent the supply source for most administrators and many teachers of vocational programs, whether in pre-employment education or pre-requisite teacher training during employment, they too are a significant factor.

6. IN YOUR OPINION WOULD IT BEHOOVE CONGRESS TO REWRITE THE AMENDMENTS OF 1972 (TITLE X) AND BE MORE SPECIFIC IN THEIR DIRECTIVES FOR EDUCATIONAL REFORM TO THE USOE?

Yes. Particularly in the language of Title XII. There is a need to more closely correlate the responsibilities under Title X with the structuring provided for under Title XII.

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7. DO YOU THINK THAT A FRESH STUDY OF EDUCATION AND WHAT IT IS DOING BY LAY PEOPLE AND PROFESSIONALS TOGETHER IS NEEDED?

No. Education has been studied to death. What is needed is a "market demand" approach to defining the specific service needs of our country and a consolidation of a single plan to meet these needs. The continuous role of advisory councils, in themselves, "lay people and professionals together" can and should provide all the impetus necessary on a continuing basis rather than an Ad Hoc study group.

8. DO YOU THINK A STATE COMMISSION CHARGED WITH MAKING A PLAN TO MAKE EDUCATION MORE RELEVANT IS A WORKABLE IDEA?

Yes. See attached 1973 Public Report.

9. IS EDUCATION CAPABLE OF ACCEPTING, IF NECESSARY, EXTREME CRITICISMS AND DIGRESSION FROM THE STATUS QUO?

This is an unfair question in that the provisions of Title X of PL 92-318 represent a significant re-direction and integration of education into a single service agency, rather than separate independent systems competing with each other. All human beings resist change, and educators are human.

10. WHAT CAN YOU AS A COUNCIL DO TO AID YOUR STATE COMMISSION IN THIS ENDEAVOR?

See attached 1973 Public Report.

11. WOULD MORE STAFF OR FUNDS OR BOTH BE REQUIRED? IF SO, HOW MUCH MORE STAFF AND FUNDS WOULD YOU REQUIRE?

Our Minnesota Council has operated on a philosophy that the amount of dollars made available by the Congress to support our activities is a natural governor to the extent of our Council activity. Based on this philosophy, the answer to these questions rests with the Congress and to the extent that it would wish advisory council participation.

12. IF THE STATE COMMISSION IS TO MAKE AN INDEPENDENT EVALUATION OF THE STATUS QUO, SHOULD IT NOT BE AN INDEPENDENT AGENCY?

The State Commission should be an independent agency, not because its responsibility is to measure the status quo as much as because it should apply expertise to the measurement of educational needs independent of the normal constraints placed upon the management organization by virtue of currently available or anticipated limitation on revenue. Unless this planning agency has the freedom to objectively identify and price out optimum educational service delivery, neither the executive branches nor the legislative branches of federal and state government will have an idea of how much money should be spent as the basis for their decision of how much money can be spent.

13. IF YOU THINK IT SHOULD BE INDEPENDENT, IN FACE OF THE ETERNAL STRUGGLE BETWEEN HIGHER EDUCATION, SECONDARY EDUCATION, AND VOCATIONAL EDUCATION, WOULD IT BE NECESSARY FOR THE FEDERAL GUIDELINES TO MANDATE THE INDEPENDENCE OF THE STATE COMMISSION FROM THESE THREE GROUPS?

    Yes.

14. WHAT CAN YOUR ADVISORY COUNCIL DO TO FACILITATE THIS INFUSION OF OCCUPATIONAL EDUCATION INTO ALL LEVELS OF EDUCATION ON PARITY WITH ACADEMIC EDUCATION?

    See attached 1973 Public Report.

15. IN YOUR OPINION ARE THE AGENCIES AND PERSONS INVOLVED AND MENTIONED IN A-K CAPABLE OF PROVIDING THE EXPERTISE NECESSARY OF THE STATE COMMISSION?

    In response to this question, we would suggest the word "of", in the phrase, "of the State Commission", be changed to the word "for". On this basis, the answer would be yes. We would add also that the inclusion of persons with the expertise suggested by categories A - K in the membership of the commission would most assuredly make that commission better able to meet these charges in the provisions of Title X.

16. ARE ADDITIONAL CATEGORIES NECESSARY? IF SO, WHAT?

    No.

16. COULD THE U.S. OFFICE OF EDUCATION REQUIRE AS MEMBERS THE AGENCIES LISTED IN A - K AND STOP THERE?

    This Council's view is that any requirement suggested by the USOE establishing membership on any state commission should be presented as a minimal requirement and should permit -- as a state's rights issue -- the option of each state to supplement membership responsive to the political, social, economic, and ethnic concerns of its state.

PROPOSED FINAL DRAFT
OF
1972 EVALUATION REPORT

HOW APPROPRIATE WERE THE STATE'S GOALS AND PRIORITIES?

The Council's review of the goals, as stated in the State Plan, indicates they are sufficiently comprehensive to reflect the spectrum of services outlined in PL 90-576. It further recognizes that the goals, as outlined, represent an expansion of the total vocational educational opportunities available to the citizens of the State of Minnesota.

This Council finds, based on the content of the State Plan, there is difficulty in judging or ascertaining the appropriateness of these goals or the relative priority among them. In this respect, the State Plan represents an outline rather than a planning instrument. These comments are made with the recognition that the State Plan Guide provided by the U.S. Office of Education is specific and that the interpretation of the Guide as representing planning requirements has a limiting effect on the planning data that appears in the Plan. There seems, to this Council, to be a continuing need to exceed beyond these minimum planning documentation requirements in the process of State Plan preparation for Minnesota.

These concerns are specifically represented by the following State Plan inadequacies:

1) The demographic data contained in Table II, Part II of the Plan does not reflect the nature of the need. The summarization of the information presented is misleading in that it does not reflect the range that exists using smaller geographic units.

2) There is no indication of the numbers of persons who indicate

need and desire for vocational education programs through an application for admission.

3) The data on manpower needs and job opportunities are restrictive and appear to represent an upper limit on the training opportunities that can be made available for the people of Minnesota. Furthermore, it is limited to a description of replacement and labor turnover as a basis for determining the need for prepatory training. There is no indication of an effort to determine what the needs are for people who need training to maintain their employment or to advance to different employment.

4) The projections of enrollment contained in Table III do not address the issue of equitable distribution across the state in accordance with the distribution of the needs of the population.

5) There is no discernable linkage between the goals described in Table III and the needs identified in Table I and II.

Recommendations:

Based on these findings and conclusions, this Council recommends that the following modifications be made in the content of the State Plan for Vocational-Technical Education in order to better facilitate its use as a planning document.

1) That the State Board of Education, through its Division of Vocational-Technical Education, formulate methods and procedures for more adequately determining the needs and desires of the population for vocational-technical education services. This Council further recommends that this needs assessment be conducted annually and that the results be incorporated into the State Plan as part of the planning process.

2) That data be included in the State Plan that describes the

number of young people who make application to area vocational-technical institutes and do not gain admittance.

3) That the demographic data in the Plan be presented in a form that makes it possible to ascertain the needs that are being met in more meaningful units.

4) That the Analysis of Manpower Needs and Job Opportunities should be broadened to include an assessment of the need for updating and upgrading programs for persons who are already employed and require education and training for advancement or to maintain their current employment.

WERE PROCEDURES SET FORTH IN THE STATE PLAN TO ACCOMPLISH EACH STATED GOAL AND/PRIORITY?

In reviewing the goals and objectives set forth in the State Plan for Vocational-Technical Education submitted by the State Board of Education on June 30, 1971, for the Fiscal Year 1972, this Council is satisfied that the goals and objectives set in that Plan have been met by the programs, services and activities available during the past year. These assurances are based, in part, upon the past performance, in light of stated objectives on the part of the public school districts of Minnesota. Even though statistical reports for Fiscal Year 1972 will not be available until later this year, the emphasis of the activities of the State Board of Education's Division of Vocational-Technical Education, as well as activities of the Department of Education as a whole during the past year, are other factors indicative of the overall intent to implement career education programs during the past year. Examples of this are the high proportion of staff time devoted to the implementation and development of secondary vocational centers and the orientation of regular elementary school teachers to methods and techniques of integrating occupational information and exploration into the elementary school curriculum.

Recommendations:

1) That a linkage be developed in the State Plan for identifying the specific goals, objectives and activities stated in Part II, Table III that relate to program emphasis set forth in Part I, Section 3.0 of that Plan.

2) That procedures be set forth in the State Plan for assuring that any increases and/or decreases in available resources that may occur will be reflected in the programs, services and activities that have a high priority/low priority, respectively.

EVALUATION SHOULD FOCUS UPON THE EFFECTIVENESS WITH WHICH PEOPLE AND THEIR NEEDS ARE SERVED

In reviewing the effectiveness with which programs, services and activities serve to effectively meet the needs of the people, this Council finds that the combined evaluation efforts utilizing teams of "experts from business and industry" and the on-going followup studies being conducted by the Research Coordinating Unit indicate that the post-secondary programs effectively meet the needs of the students who are enrolled in them. This Council is, however, concerned that:

1) Similar evaluation activities do not exist for programs at the secondary and adult levels,

2) There is a lack of uniform criteria for evaluation of all programs, including special programs for the disadvantaged and

handicapped,

3) The evaluation activities do not include a means of measuring the value of the training in relationship to the market demand or the need for such training.

Recommendations:

Recognizing that the existence and utilization of comprehensive evaluation procedures for programs, services and activities at all levels are paramount to effective planning, implementation and resource allocation, this Council recommends that

1) The evaluation procedures for secondary and adult programs be formulated and instituted at once. In making this recommendation, this Council urges, and is supportive, of the necessary increases in staffing and budget to allow its implementation,

2) The criteria for evaluation of all programs be uniform with respect to the goals and objectives of the programs, and

3) The evaluation activities be broadened to include a measurement of the degree to which the programs, services and activities, that were offered, served to meet the market demand for those programs, services and activities.

HOW APPROPRIATE WAS THE ALLOCATION OF RESOURCES TO THE GOALS AND OBJECTIVES IN THE STATE PLAN?

This Council has determined that the allocation of federal, state and local resources to the goals and objectives set forth in the State Plan are appropriate and provide for the maintenance and expansion of an excellent system of vocational programs throughout the State of Minnesota. Recognizing that public resources are limited, this Council wishes to call attention to, and express concern over, the fact that the State Plan identifies only the allocation of federal resources available through PL 90-576 and subsequent state appropriations for vocational education and local funds for matching purposes. In this respect, this Council is concerned that the State Plan does not adequately represent the Congressional intent as indicated in Section 123(a)(5)(B) of PL 90-576:

> "Describes the content of, and allocation of federal and state vocational education funds to programs, services, and activities to be carried out under the State Plan during the year for which federal funds are sought (whether or not supported with federal funds under this title)".

It is the view of this Council that the inclusion of such a comprehensive assessment of the total resource allocation to the "purposes" of PL 90-576 in the State Plan would serve to emphasize the total commitment and effort, on the part of Minnesotans, to meet the vocational education needs of the people of this state.

Recommendations:

1) That future State Plans include, to the extent possible, a description of the resources allocated to serve the purpose described in PL 90-576, Section 122(a) that are above and beyond those directly attributable to funds available through this law or for matching purposes.

2) That Table III, Part II of the State Plan be modified to include an estimate of federal, state and local funds expended for each goal for the previous fiscal year.

Minnesota State
Advisory Council
for Vocational Education

CHAIRMAN [illegible]
VICE CHAIRMAN DOROTHY [illegible]
SECRETARY EDNA [illegible]
TREASURER [illegible]

555 Wabasha Suite 201 Saint Paul, Minnesota 55102 612 222 8459

1973 EVALUATION STATEMENT

MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Introduction

Section 104 of Public Law 90-576, includes among the duties of state advisory councils for vocational education, the task of preparing:

> "...an annual evaluation report,..., which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan... and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluation."

In past years, the State Plan was considered by the Minnesota State Advisory Council to be the most logical evidence of this activity. As a result, an examination of the State Plan served as the basis for the evaluation report. But, the State Plan is unsuitable for that purpose because it is not a document for planning. In response to last year's evaluation statement, the State Board of Education formalized this fact by stating that, "There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the Plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical services to the State." Based on the position of the State Board of Education, it has become necessary to look beyond the State Plan in order to effectively evaluate the extent to which the needs of the people of Minnesota are being served.

It is the Council's position that vocational education cannot be surveyed in isolation. The whole subject of vocational education must be viewed in conjunction with all education. This is necessary because vocational education is not unrelated to and divorced from such areas as career preparation in the elementary and secondary schools, or vocational rehabilitation to prepare the handicapped for the world of work, or even from the responsibility of universities and colleges to supply teachers and educational administrators in vocational schools. The Minnesota State Advisory Council for Vocational Education addressed this broader picture in the 1973 Public Report to the people, the Governor, and the Legislature of Minnesota. (See attached exhibit.)

After having the opportunity to become familiar with occupational and academic education in other states, the members of the Council are convinced that Minnesota's education system is the best. But, no matter how good education is in Minnesota compared with other states, it is not much good to the individual Minnesotan who can't get the services he needs based on his interests, needs and abilities. The small child - white, black or red - who is turned off by education and drops out before he is able to acquire the skills to become a self-sufficient member of society could care less that Minnesota's system is number one. It is in this spirit that we offer the recommendations of the 1973 Public Report.

In conclusion, it must be stressed that the Council does not intend to be a thorn in the side of the State Board of Education. We provide a supportive service and are an integral part of Minnesota's educational structure. It is our sincere hope that this evaluation statement, containing specific recommendations for improving educational services, will serve as a catalyst for progressive change in the state's educational system.

Issues

The following are the issues of concern to the Council, along with our recommendations for the improvement of vocational education in the State of Minnesota.

Administrative:

1) Need to increase public awareness of the priorities and bases for resource allocation in vocational education.

Recommendation: Local, regional, and state educational agencies develop and disseminate clear policies and programs for resource allocation.

2) Funding vocational education.

Recommendation: In view of the increasing demands for vocational education, funding in this area should be given high priorities by the State Legislature and the Governor. In the face of cutback, they failed to restore equitably funds to vocational education in spite of the strong recommendations of the State Board.

3) Under-utilization of alternative educational institutions.

Recommendation: a) The adoption of a policy to use surplus classroom space, including the use of incentives to meet the changing enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings in other educational institutions operate at much less than full capacity.

b) When public schools are unable to provide educational services to students because of limited human and financial resources within the local districts, the State Board should encourage the utilization, on a contracting basis, of non-public proprietary schools, non-profit schools, and other occupational training systems that meet the rigid rules and regulations of the State Board and the local education agency.

c) In order to reduce the total economic cost to the local taxpayer, each local school district should examine and review costs of occupational skill development programs and consider utilizing existing private school facilities and services before beginning or expanding programs.

4) Promote an awareness of vocational programs and students throughout the state on the part of employers.

Recommendation: The establishment of an information center to be operated in close cooperation with local placement agencies, counselors and manpower organizations.

5) Use of placement records as a determinant of program continuation in a way which selects students on likelihood of success rather than on student needs.

Recommendation: The Council appreciates the State Board's reasons for phasing out programs based on placement record - that of insuring the most efficient use of each tax dollar - but we recommend an analysis of the reason for a program's poor placement record before dropping that program completely. Consideration should be given to student need by expanding the curriculum or developing special programs to provide the basic skills necessary for high risk students to compete successfully in vocational courses.

6) The second class status of vocational education.

Recommendation: Orient counselors, school administrators, and others toward the concept of career education.

7) Determination of citizen needs.

Recommendation: a) In order for the educational system to be more responsive to the people of our state, a higher priority must be given to a system of needs assessment. Such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the state system. The responsibility and authorization to analyze and vary process should be at the local level. In addition, the local unit should be held accountable at the state level for its product.

b) Needs assessment should be responsive to individual needs, not just organizational or community needs. As an example, a rural school system experiencing migration should offer occupational training programs not only supportive to an agricultural economy but anticipating the employment needs of persons leaving that community for urban or industrial business employment.

Equitable Educational Opportunity:

8) The need for more practical methods of assuring equal opportunity for all students regardless of race, national origin, or sex.

Recommendation: a) Expand action programs adopted by the State Board to further the goal of equitable opportunity for all citizens of Minnesota.

b) The State Board should actively recruit minorities at the professional level.

c) Implement an affirmative action program to serve high risk minority students as proposed in the recommendation following issue No. 5.

9) Recognition of the rights of the handicapped for equitable services, programs, and resources.

Recommendation: a) Initiation of assessment programs to define the needs of the handicapped and design and fund programs responsive to those needs.

b) Publicize the availability of programs for the handicapped.

10) The use of this Advisory Council as a resource for informational input into policy determination in vocational education.

Recommendation: a) The State Board of Education should make more effective use of this Advisory Council.

b) This Council calls upon the State Legislature for language recognizing advisory councils and defining the responsibility and relationship of the Council, the State Board and other educational agencies.

Adopted by action of the Minnesota State Advisory Council for Vocational Education meeting Thursday, the 18th of October, 1973.

Attested to by:

Ralph S. Whiting

Ralph S. Whiting, Council Chairman

Sherrie Lindborg

Sherrie Lindborg, Evaluation-Input
Committee Chairman

Edna Schwartz

Edna Schwartz, Council Secretary

Minnesota State
Advisory Council
for Vocational Education

CHAIRMAN – DOROTHY THOMPSON
VICE-CHAIRMAN – DAVID STATES
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TREASURER – WILLIE ADAMS

855 Wabasha Suite 201 Saint Paul, Minnesota 55102 612 222-8459

October 14, 1974

Mrs. Dorothy Chelgran, President
State Board for Vocational Education
Capitol Square Building
550 Cedar Street
St. Paul, MN 55101

Dear Mrs. Chelgran:

Public Law 90-576, the Vocational Amendments of 1968, requires that the Minnesota State Advisory Council for Vocational Education prepare annually and submit, through the State Board for Vocational Education, an annual evaluation report on the effectiveness of vocational education services in meeting the needs of the people of Minnesota.

Subsequent rules and regulations adopted by the United States Commissioner of Education provide that this annual evaluation statement must be submitted no later than December 1 of each calendar year and is to be submitted to your Board for the opportunity of your commenting on our evaluation statement.

The Minnesota State Advisory Council for Vocational Education is happy to herewith submit three copies of our 1974 Evaluation Statement for transmittal to the U.S. Commissioner of Education. In addition, we are transmitting for your information and that of all members of the Board additional copies.

We are transmitting this Evaluation Statement at this time with the hope that your Board will consider it at your regularly scheduled November meeting in order that the prerequisites of federal law and rules and regulations can be made.

Sincerely yours,

Dorothy Thompson

Dorothy Thompson
Council Chairperson

DT:mmp
Enclosures
cc: Commissioner Howard Casmey
Assistant Commissioner Robt. Van Tries
Commissioner of Education
National Advisory Council

1974 EVALUATION STATEMENT

MINNESOTA STATE ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

In the past two years, the Minnesota State Advisory Council for Vocational Education has, in its annual evaluation statements, made 21 recommendations. One recommendation was repeated in both statements, making a total of 20 recommendations for change and/or expansion in vocational-technical education in Minnesota.

Of these 20 recommendations -- four were rejected; three were agreed with, with reservations; eleven responses were that the State Board was currently active in the area or had the necessary information but it was not reflected in the State Plan; and two were being considered and were incorporated in the next year's State Plan.

1972 EVALUATION STATEMENT RECOMMENDATIONS	STATE BOARD'S RESPONSE			Included in the Following Years State Plan?
	Affirmative	Rejection	Say Info. already used or already done	
1. That the State Board of Education, through its Division of Vocational-Technical Education, formulate methods and procedures for more adequately determing the needs and desires of the population for vocational-technical education services. This Council further recommends that this needs assessment be conducted annually and that the results be incorporated into the State Plan as part of the planning process.			Too voluminous to reprint	
2. That data be included in the State Plan that describes the number of people who make application or who would like to make application to vocational-technical programs and do not gain admittance.		Should be kept in-house		
3. That the demographic data in the Plan be presented in a form that makes it possible to ascertain the needs.		Don't know how without length		Manpower still done on regional level 1974
4. That the Analysis of Manpower Needs and Job Opportunities should be broadened to to include an assessment of the need for updating and upgrading programs for persons who are already employed and require education and training for advancement or to maintain their current employment.	Agree, are trying, but is not their responsibility			Not done in 1974 Plan
5. That a linkage be developed in the State Plan for identifying the specific goals, objectives and activities stated in Part II, Table III that relate to program emphasis set forth in Part I, Section 3.0 of that Plan.	Will do it in the 1974 Plan			Improved in 1974 Plan

1972 EVALUATION STATEMENT RECOMMENDATIONS	STATE BOARD'S RESPONSE			Included in the Following Years State Plan?
	Affirmative	Rejection	Say Info. already used or already done	
6. That procedures be set forth in the State Plan for assuring that any increases and/or decreases in available resources that may occur will be reflected in the programs, services, and activities that have a high priority/low priority, respectively.	Establishing Guidelines for 1974 Plan			Sec. 3.27, Part I starts to cover guidelines
7. The evaluation procedures for secondary and adult programs be formulated and instituted at once. In making this recommendation, this Council urges, and is supportive of, the necessary increases in staffing and budget to allow its implementation.	Working on secondary programs	No money for adult programs; Council should do it.		No evaluation guidelines except Part I, Section 1.5, 1974 Plan
8. The criteria for evaluation of all programs be uniform with respect to the goals and objectives of the programs.		Should be keyed to each program's goals and objectives, have minimal uniformity		See above.
9. The Evaluation activities be broaded to include a measurement of the degree to which the programs, services and activities that were offered, served to meet the market demand for those programs, services, and activities.			Follow-up data on employability	See Sec. 3.26
10. That future State Plans include, to the extent possible, a description of the resources allocated to serve the purpose described in PL 90-576, Section 122 (a) that are above and beyond those directly attributable to funds available through this law or for matching purposes.			Now use "to the extent possible" will expand if Department of Admin. gives them the info.	None.
11. That Table III, Part II of the State Plan be modified to include an estimate of federal, state, and local funds expended for each goal for the previous fiscal year.	Can be done by Council using info. in plan			
1973 EVALUATION STATEMENT RECOMMENDATIONS				
1. Local, regional, and state educational agencies develop and disseminate clear policies and programs for resource allocation.			Cite public hearings, etc. as doing job	Sec. 2.0, Part I, 1974
2. In view of the increasing demands for vocational education, funding in this area should be given high priorities by the State Legislature and the Governor. In the face of cutback, they failed to restore equitably funds to vocational education in spite of the strong recommendations of the State Board.	Agree, reflected in budget request			

1973 EVALUATION STATEMENT RECOMMENDATIONS	STATE BOARD'S RESPONSE			Included in the Following Years State Plan?
	Affirmative	Rejection	Say Info. already used or already done	
3. The adoption of a policy to use surplus classroom space, including the use of incentives to meet the changing enrollment problems and prevent the unnecessary use of tax dollars on new structures when buildings in other educational institutions operate at much less than full capacity.	gree somewhat, need pecialized acilities or voca- ional edu- ation		There is a policy of allowing contract with private schools	Allowed Sec. 1.8 private school contract
4. The establishment of an information center to be operated in close cooperation with local placement agencies, counselors, and manpower organizations.			Pilot project, will examine	Use Dept. of Manpower Services information
5. The Council appreciates the State Board's reasons for phasing out programs based on placement record - that of insuring the most efficient use of each tax dollar - but we recommend an analysis of the reason for a program's poor placement record before dropping that program completely. Consideration should be given to student need by expanding the curriculum or developing special programs to provide the basic skills necessary for high risk students to compete successfully in vocational courses.	Agree, do have counseling			See Part I, Sec. 3.27
6. Orient counselors, school administrators, and others toward the concept of career education.			In progress now	Rules for personnel preparation can be/are responsive to this. Is practice conforming to rules? Sec. 1.4
7. (a) In order for the educational system to be more responsive to the people of our state, a higher priority must be given to a system of needs assessment. Such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the state system. The responsibility and authorization to analyze and vary process should be at the local level. In addition, the local unit should be held accountable at the state level for its product.			Is done at local level, will try to improve. Are doing, SACVE should make more specific suggestions	
(b) Needs assessment should be responsive to individual needs, not just organizational or community needs. As an example, a rural school system experiencing migration should offer occupational training programs not only supportive to an agricultural economy but anticipating the employment needs.			Are using this information	See Part I, Sec. 3.15
8. (a) The State Board of Education should make more effective use of this Advisory Council.			Is doing, but unsuccessful	
(b) This Council calls upon the State Legislature for language recognizing				

1973 EVALUATION STATEMENT RECOMMENDATIONS	STATE BOARD'S RESPONSE			Included in the Following Years State Plan?
	Affirmative	Rejection	Say Info. already used or already done	
advisory councils and defining the responsibility and relationship of the Council, the State Board, and other educational agencies.				
9. (a) Expand action programs adopted by the State Board to further the goal of equitabl opportunity for all citizens of Minnesota.			Are doing	
(b) The State Board should actively recruit minorities at the professional level.				
(c) Implement an affirmative action program to serve high risk minority students as proposed in the recommendation following Issue No. 5.				
10. (a) Initiation of assessment programs to define the needs of the handicapped and design and fund programs responsive to those needs.				
(b) Publicize the availability of programs for the handicapped.				

In both the 1972 and 1973 Evaluation Statements, the Minnesota State Advisory Council for Vocational Education recommended the adoption of a needs assessment approach to planning.

The 1972 Evaluation Statement said:

> "That the State Board of Education, through its Division of Vocational-Technical Education, formulate methods and procedures for more adequately determining the needs and desires of the population for vocational-technical education services. This Council further recommends that this needs assessment be conducted annually and that the results be incorporated into the State Plan as part of the planning process."

The response of the State Board was:

> "As previously indicated, considerable work is being expended on the needs of persons for vocational-technical education services. It should also be recognized that an additional problem in this regard is that the perception of an educator in what he believes an individual needs and what the individual himself thinks he needs may be incongruous. No one has yet formulated a strategy whereby the individual who has a need but is unwilling to avail himself of the service will become a beneficiary of the service. In the area

of desire, the Minnesota State-Wide Testing Service does survey secondary students upon which we are able to observe the desire for attendance in post-secondary vocational-technical education."

In its 1973 Evaluation Statement, the State Advisory Council said:

"(a) In order for the educational system to be more responsive to the people of our state, a higher priority must be given to a system of needs assessment. Such needs assessment must begin at the level closest to the people being served, whether it be in the community where elementary and secondary education is provided, or in the institutions belonging to the state system. The responsibility and authorization to analyze and vary process should be at the local level. In addition, the local unit should be held accountable at the State level for its product.

"(b) Needs assessment should be responsive to individual needs, not just organizational or community needs. As an example, a rural school system experiencing migration should offer occupational training programs not only supportive to an agricultural economy but anticipating the employment needs of persons leaving that community for urban or industrial business employment."

The State Board's response was:

"Within our education responsibility we believe that the needs assessment does take place at the level closest to the people. Virtually all education under our jurisdiction is governed by local boards elected by the citizens of the school district. To imply that they have not taken the responsibility to educate their children seriously cannot be justified. We believe they have made every honest effort to provide the education necessary in their district.

"The second portion of the recommendation would also indicate that the citizens of the school district have not been concerned with individuals, and we believe that they have been. We have also been concerned. Within the resources available, Minnesota has established one of the finest educational systems in the United States. This does not mean that we cannot improve, and we will. We will attempt to establish greater accountability at the state level through the assessment program in general education and the evaluation processes in vocational-technical education."

This Council recognizes the position that the State Board has taken on the State Plan format. In the response to the 1972 Evaluation Statement, the State Board explained its position this way:

> "There is no question in our minds that the Plan information is inadequate for an accurate judgment in regard to the goals and priorities established within the Plan. The Plan is also totally inadequate in communicating the accomplishments of vocational-technical education services to the State. The lack of specific documentation and detailed information is by intent. The Plan is prepared to the precise guidelines defined by the U.S. Office of Education. It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan. It is not our intent to make it a document of great length as it is not a document for planning but one that accurately and succinctly summarizes the goals and objectives for the current year as well as projected over the coming five years."

We are not satisfied with this rationalization. This Council would like to call attention to the requirements in PL 90-576 Sec. 123 (a) (4), that the State Plan "describe the present and projected vocational education needs of the State" and "set forth a program for vocational education objectives which affords satisfactory assurance to meeting the vocational education needs of the potential students in the State." (Emphasis added.)

This Council would also like to call attention to the basis for vocational education activity in Minnesota which is Sec. 124.53 of the Minnesota Statutes. This statute provides:

> "The State Board is hereby designated the State Board for Vocational Education and has the duty of cooperating with the United States Office of Education or other federal agency in the administration of the program of vocational education and is given all power necessary to such cooperation." (Emphasis added.)

While PL 90-576 mandates that the State Plan is to contain "such information as the Commissioner deems necessary", this Council suggests that this is a minimum requirement rather than a limitation on the contents of the plan. We also believe that the United States Congress is a "federal agency" and, thus, by not including "people needs information" in the State Plan, the State Board for Vocational Education is in violation of both state and federal law -- federal law by ignoring the requirements of PL 90-576, Sec. 123 (a) (4) and state law by not cooperating with the stated desires and mandates of the U.S. Congress.

Such violation of law is not unique to Minnesota. The United States Office of Education is at fault for not enforcing all the requirements of PL 90-576, and thus, needs assessment is lacking in state plans all across the country.

This advisory Council must accept some of the fault also. While we have been concerned about the lack of needs assessment in the State Plan, we have nevertheless submitted the "sign-on" approval necessary for acceptance of the State Plan each year. We recognize that by signing on to the State Plan, we have given our tacit, if not actual, approval to the omission from the plan of needs assessment information.

This Council believes that the process of need assessment is foundational to any sort of educational planning, for without basic information on the people who need service, how can any realistic goals be set? This Council realizes that dollars allocated to vocational education are limited and that not everyone who needs or wants services can be served within those dollar limitations. But, unless the actual need and demand for vocational education services is documented, and the need for additional services shown, how can the legislatures and the Congress justify increased spending?

This Council also feels that by not requiring documentation of the actual need and by allowing planning only within the limits of anticipated appropriations, the administrative agencies are making the decisions as to who is not going to be served. This function appropriately lies with the legislative branches of government for the legislators and not the administrators are directly answerable to the people through the power of the ballot.

Minnesota, as the recognized leader in vocational-technical education in the United States, has the unique opportunity to act as an example for other states and the United States Office of Education in this area. The Minnesota State Advisory Council for Vocational Education feels that it is imperative to do so. Thus, this Council must reiterate our recommendation for needs assessment from the 1972 and 1973 Evaluation Statements.

RECOMMENDATION: That the State Board of Education, through its Division of Vocational-Technical Education, Division of Vocational Rehabilitation, Division of Special and Compensatory Education and Division of Instruction, formulate uniform and meaningful criteria to more adequately determine the needs and desires of the population for educational services. This Council further recommends that the State Board go beyond the U.S. Office of Education guidelines and include the information gained from such needs assessment in the State Plan, following the Congressional intent of PL 90-576.

Attested to by:

Dorothy Thompson
Dorothy Thompson, Council Chairman

Bettie M. Friberg
Bettie Friberg, Evaluation-Input
Committee Chairman

James George Nash
James Nash, Council Secretary

Senator PELL. Thank you. Mr. Lechlider, you might begin.

STATEMENT OF GEORGE LECHLIDER, CHAIRMAN, LEGISLATIVE COMMITTEE, MARYLAND STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. LECHLIDER. Thank you, Mr. Chairman. I am sorry Senator Beall cannot be here. I have testified before him in the State legislature several times and we have worked quite closely with him.

I am George Lechlider, chairman of the Legislative Committee of the Maryland State Advisory Council and we have with us the chairman of it, Mr. Jack Lancaster. Jack is also an extension agent in Prince George County which is quite a long drive from here—about 15 minutes.

We have Phyllis Reed, president of the Maryland Congress of PTA's.

Ms. REED. From Senator Beall's hometown.

Mr. LECHLIDER. We have Mr. Robert Cook of the Greater Salisbury Committee on the Eastern Shore and John Carnochan, superintendent, Frederick County Schools and Mike Morton, our executive director of the Maryland State Advisory Council on vocational and technical education and my name is George Lechlider of the Maryland State Advisory Council.

It is a real privilege for me to bring you the views of the Maryland Advisory Council.

Among the membership of the council are persons from all walks of life as required by the law. Therefore, we have many divergent views and opinions expressed on the council. Arriving at a consensus is not always easy. As one member excitedly stood up and stated to another member during a recent meeting, "By gosh, for the first time this year, I agree with you!"—sometimes not in that language.

In a study of "An Assessment of Vocational Education Progress in Maryland 1969–1972," the council found that, "The Vocational Education Act Amendments of 1968 have had a significant impact on the development of Maryland's vocational education system, as can be seen in an examination of enrollment, expenditures, facilities, vocational guidance and career development, vocational teacher education, and the vocational-technical education data system."

During the period between 1969 and 1973 the total vocational enrollment has increased by 25 percent, at the secondary level 17 percent, and over 200 percent at the postsecondary level with a reported decrease of 9 percent at the adult level.

We are not unhappy with the 1968 Vocational Education Amendments. This is not to mean however, that everything is "rosy." The following testimony is addressed to still existing weaknesses in vocational education as have been identified by the Maryland State Advisory Council.

IMBALANCE IN EDUCATIONAL OUTPUT WITH LABOR DEMANDS

In the council's fourth annual report a serious imbalance was identified between output of the education system and employment needs.

Forty-five percent of Maryland students are preparing for professional jobs when the labor demand is projecting a need of only 16 percent by 1980. Only 34 percent of our students are preparing for skilled and middle manpower jobs while the work force will accommodate 79 percent of the jobs in this category. Twenty-three percent of our students are not preparing for any job while our work force will need only 5 percent unskilled labor. The implications are these:

One: A disproportionate amount of educational resources are invested in the professional labor supply as compared to the demand.

Two: There is a serious imbalance between job expectations and job availability.

Three: Many students will have to settle for jobs considerably different from their expectations.

Four: The resources of our schools are not being expended in keeping with the needs of society.

Five: High unemployment among dropouts and general students is due to the imbalance in job potential and the number of unprepared workers.

One reason for these serious imbalances is the overemphasis on professional and college level training and almost complete lack of career education and the breakdown of the guidance system as it relates to vocational-technical education.

Based on the educational system-employment needs imbalance, we should conclude that the financial resources for educational programs would relate somewhat to the 80–20 ratio of employment. However, we find that the allocation of financial resources is in a worse state of imbalance than student participation in programs. Of the 16.2 billion total Federal outlay for education for 1976 only 646 million is designated for "occupational vocational, adult." This is about 4 percent of the total. Federal outlays for higher education student support programs will be an estimated 2 billion or more than three times the total for vocational-technical and occupational. This imbalance in allocation of finances to vocational-technical education carriers through from Federal to State level. For example, the Maryland State Department of Education headquarters expenditures in fiscal year 1974 totaled a little over $29 million of which the division of vocational education was appropriated $862,026, or about 3 percent.

We really need to assess our present activities in education in terms of both community and student needs. A study of career guidance in Maryland found that less than 50 percent of the high schools in Maryland provide vocational guidance to their students. A few of the reasons for inadequate vocational guidance include:

One: Lack of time and/or appropriate training on the part of the counselor. This is very important.

Two: Many counselors work primarily with middle class college-bound students while neglecting the lower class and disadvantaged students.

Three: Lack of adequate vocational information on the part of schools to present to students.

Four: Overburdening of counselors with noncounselor duties.

As a means of assessing student needs in career guidance, 7,781 Maryland junior and senior high school students filled out a survey questionnaire. Over 60 percent of the students indicated a present need for career counseling.

In another study conducted by our council, "Public Attitudes Toward Vocational-Technical Education in Frederick County," 559 random telephone and personal interviews were conducted. Ninety percent of those interviewed believed the school should be active in career guidance and 70 percent indicated that they believed the "schools should take an active part in planning each child's education toward a job."

Recommendations. In order to improve upon 1968 Amendments we would recommend:

One: Providing vocational-technical education to every student commensurate with his or her interests and abilities with due regard given to employment opportunities.

Two: Improving vocational guidance at all educational levels.

Three: Encouraging States to develop and maintain a statewide occupational data system available to all school systems.

Four: Offering training programs for support personnel in the schools and community colleges. Areas in which support personnel might be trained are: placement and followup; vocational and occupational information; and vocational test administration and scoring.

Five: Providing placement and followup services for all students requesting the service including dropouts.

Six: Redirecting educational systems toward the development of programs in emerging occupations as changing technology shifts employment trends from manufacturing to service-oriented jobs.

Seven: Increasing the amount of emphasis placed on professional development for vocational administrators and teachers.

Eight: Providing "forward funding" for vocational education.

Nine: Investigating the potential of utilizing proprietary schools to provide vocational training for public school students where such training is not currently available or where substantially equivalent training can be provided by the proprietary schools at a lesser cost.

Ten: Providing for special funding for residential vocational-technical schools in the new Federal Legislation.

Eleven: Continuing and strengthening the role of State advisory councils so that they can effectively "bridge the gap" between the professional educator, the employer, and the public at large.

Twelve: Incorporating in the Federal legislation provision for the establishment of stronger advisory councils at the local level.

Thirteen: Providing separate funding for career education.

Significant improvements in vocational education have been achieved in the State of Maryland as the result of the 1968 amendments. These accomplishments were made possible only because of the support provided by the Congress.

However, additional progress must be made in the future to eliminate recognized deficiencies and provide vocational education programs that are truly responsive to the entire spectrum of our requirements. In this regard, we must do everything possible to assist the growing number of unemployed in achieving meaningful long-range employment goals. Vocational education can and should play a vital role in this respect rather than continuing to rely on "stop gap" measures which at best provide temporary rather than lasting solutions to unemployment problems.

The advisory council believes that Congress can expedite the attainment of our projected goals in vocational education through appropriate modification of the 1968 amendments and the provision of additional Federal funding.

On behalf of the Maryland State Advisory Council I would like to thank you for allowing me to present our views on this important legislation.

Senator PELL. Thank you very much. We appreciate the very specific and succinct suggestions that you have made.

In connection with the thought of using proprietary schools, I think that is already permissible under present law.

Mr. LECHLIDER. Yes sir.

Senator PELL. So, the Federal Government need not intervene. If the local school boards wanted to do this it can.

[The prepared statement of Mr. Lechlider follows:]

TESTIMONY BY

MARYLAND ADVISORY COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION

BEFORE THE

SENATE SUBCOMMITTEE ON EDUCATION
U. S. SENATE

DIRKSON SENATE OFFICE BUILDING, ROOM 4232

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE: I AM GEORGE LECHLIDER OF THE MARYLAND STATE ADVISORY COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION. IT IS A REAL PRIVILEGE FOR ME TO BRING YOU THE VIEWS OF THE MARYLAND ADVISORY COUNCIL.

AMONG THE MEMBERSHIP OF THE COUNCIL ARE PERSONS FROM ALL WALKS OF LIFE AS REQUIRED BY THE LAW. THEREFORE, WE HAVE MANY DIVERGENT VIEWS AND OPINIONS EXPRESSED ON THE COUNCIL. ARRIVING AT A CONCENSUS IS NOT ALWAYS EASY. AS ONE MEMBER EXCITEDLY STOOD UP AND STATED TO ANOTHER MEMBER DURING A RECENT MEETING, "BY GOSH, FOR THE FIRST TIME THIS YEAR, I AGREE WITH YOU!"

IN A STUDY OF AN ASSESSMENT OF VOCATIONAL EDUCATION PROGRESS IN MARYLAND 1969 - 1972, THE COUNCIL FOUND THAT "THE VOCATIONAL EDUCATION ACT AMENDMENTS OF 1968 HAVE HAD A SIGNIFICANT IMPACT ON THE DEVELOPMENT OF MARYLAND'S VOCATIONAL EDUCATION SYSTEM, AS CAN BE SEEN IN AN EXAMINATION OF ENROLLMENT, EXPENDITURES, FACILITIES, VOCATIONAL GUIDANCE AND CAREER DEVELOPMENT, VOCATIONAL TEACHER EDUCATION, AND THE VOCATIONAL-TECHNICAL EDUCATION DATA SYSTEM."

DURING THE PERIOD BETWEEN 1969 AND 1973 THE TOTAL VOCATIONAL ENROLLMENT HAS INCREASED BY 25%, AT THE SECONDARY LEVEL 17%, AND OVER 200% AT THE POST-SECONDARY LEVEL WITH A REPORTED DECREASE OF 9% AT THE ADULT LEVEL.

WE ARE NOT UNHAPPY WITH THE 1968 VOCATIONAL EDUCATION AMENDMENTS. THIS IS NOT TO MEAN HOWEVER, THAT EVERYTHING IS "ROSY". THE FOLLOWING TESTIMONY IS ADDRESSED TO STILL EXISTING WEAKNESSES IN VOCATIONAL EDUCATION AS HAVE BEEN IDENTIFIED BY THE MARYLAND STATE ADVISORY COUNCIL.

IMBALANCE IN EDUCATION OUTPUT WITH LABOR DEMANDS

IN THE COUNCIL'S FOURTH ANNUAL REPORT A SERIOUS IMBALANCE WAS IDENTIFIED BETWEEN OUTPUT OF THE EDUCATION SYSTEM AND EMPLOYMENT NEEDS. FORTY FIVE PERCENT OF MARYLAND STUDENTS ARE PREPARING FOR PROFESSIONAL JOBS WHEN THE LABOR DEMAND IS PROJECTING A NEED OF ONLY 16% BY 1980. ONLY 34% OF OUR STUDENTS ARE PREPARING FOR SKILLED AND MIDDLE MANPOWER JOBS WHILE THE WORK FORCE WILL ACCOMMODATE 79% OF THE JOBS IN THE CATEGORY. TWENTY THREE PERCENT OF OUR STUDENTS ARE NOT PREPARING FOR ANY JOB WHILE OUR WORK FORCE WILL NEED ONLY 5% UNSKILLED LABOR. THE IMPLICATIONS ARE THESE:

1. A DISPROPORTIONATE AMOUNT OF EDUCATIONAL RESOURCES ARE INVESTED IN THE PROFESSIONAL LABOR SUPPLY AS COMPARED TO THE DEMAND.
2. THERE IS A SERIOUS IMBALANCE BETWEEN JOB EXPECTATIONS AND JOB AVAILABILITY.
3. MANY STUDENTS WILL HAVE TO SETTLE FOR JOBS CONSIDERABLY DIFFERENT FROM THEIR EXPECTATIONS.
4. THE RESOURCES OF OUR SCHOOLS ARE NOT BEING EXPENDED IN KEEPING WITH THE NEEDS OF SOCIETY.
5. HIGH UNEMPLOYMENT AMONG DROPOUTS AND GENERAL STUDENTS IS DUE TO THE IMBALANCE IN JOB POTENTIAL AND THE NUMBER OF UNPREPARED WORKERS.

ONE REASON FOR THESE SERIOUS IMBALANCES IS THE OVEREMPHASIS ON PROFESSIONAL AND COLLEGE LEVEL TRAINING AND ALMOST COMPLETE LACK OF CAREER EDUCATION AND THE BREAKDOWN OF THE GUIDANCE SYSTEM AS IT RELATES TO VOCATIONAL-TECHNICAL EDUCATION.

BASED ON THE EDUCATION SYSTEM-EMPLOYMENT NEEDS IMBALANCE, WE SHOULD CONCLUDE THAT THE FINANCIAL RESOURCES FOR EDUCATIONAL PROGRAMS WOULD RELATE SOMEWHAT TO THE 80-20 RATIO OF EMPLOYMENT. HOWEVER, WE FIND THAT THE ALLOCATION OF FINANCIAL RESOURCES IS IN A WORSE STATE OF IMBALANCE THAN STUDENT PARTICIPATION IN PROGRAMS. OF THE 16.2 BILLION TOTAL FEDERAL OUTLAY FOR EDUCATION FOR 1976 ONLY 646 MILLION IS DESIGNATED FOR "OCCUPATIONAL VOCATIONAL, ADULT". THIS IS ABOUT 4% OF THE TOTAL. FEDERAL OUTLAYS FOR HIGHER EDUCATION STUDENT SUPPORT PROGRAMS WILL BE AN ESTIMATED 2 BILLION OR MORE THAN THREE TIMES THE TOTAL FOR VOCATIONAL-TECHNICAL AND OCCUPATIONAL. THIS IMBALANCE IN ALLOCATION OF FINANCES TO VOCATIONAL-TECHNICAL EDUCATION CARRIES THROUGH FROM FEDERAL TO STATE LEVEL. FOR EXAMPLE, THE MARYLAND STATE DEPARTMENT OF EDUCATION HEADQUARTERS EXPENDITURES IN FY 1974 TOTALED A LITTLE OVER 29 MILLION DOLLARS OF WHICH THE DIVISION OF VOCATIONAL EDUCATION WAS APPROPRIATED 862,026, OR ABOUT 3%.

WE REALLY NEED TO ASSESS OUR PRESENT ACTIVITIES IN EDUCATION IN TERMS OF BOTH COMMUNITY AND STUDENT NEEDS. A STUDY OF CAREER GUIDANCE IN MARYLAND FOUND THAT LESS THAN 50% OF THE HIGH SCHOOLS IN MARYLAND PROVIDE VOCATIONAL GUIDANCE TO THEIR STUDENTS. A FEW OF THE REASONS FOR INADEQUATE VOCATIONAL GUIDANCE INCLUDE:

1. LACK OF TIME AND/OR APPROPRIATE TRAINING ON THE PART OF THE COUNSELOR.
2. MANY COUNSELORS WORK PRIMARILY WITH MIDDLE CLASS COLLEGE-BOUND STUDENTS WHILE NEGLECTING THE LOWER CLASS AND DISADVANTAGED STUDENTS.
3. LACK OF ADEQUATE VOCATIONAL INFORMATION ON THE PART OF SCHOOLS TO PRESENT TO STUDENTS.
4. OVERBURDENING OF COUNSELORS WITH NON-COUNSELOR DUTIES.

AS A MEANS OF ASSESSING STUDENT NEEDS IN CAREER GUIDANCE, 7,781 MARYLAND JUNIOR AND SENIOR HIGH SCHOOL STUDENTS FILLED OUT A SURVEY QUESTIONNAIRE. OVER 60% OF THE STUDENTS INDICATED A PRESENT NEED FOR CAREER COUNSELING.

IN ANOTHER STUDY CONDUCTED BY OUR COUNCIL "PUBLIC ATTITUDES TOWARD VOCATIONAL-TECHNICAL EDUCATION IN FREDERICK COUNTY," 559 RANDOM TELEPHONE AND PERSONAL INTERVIEWS WERE CONDUCTED. NINETY PERCENT OF THOSE INTERVIEWED BELIEVED THE SCHOOL SHOULD BE ACTIVE IN CAREER GUIDANCE AND 70% INDICATED THAT THEY BELIEVED THE "SCHOOLS SHOULD TAKE AN ACTIVE PART IN PLANNING EACH CHILD'S EDUCATION TOWARD A JOB."

RECOMMENDATIONS

IN ORDER TO IMPROVE UPON 1968 AMENDMENTS WE WOULD RECOMMEND:

1. PROVIDING VOCATIONAL-TECHNICAL EDUCATION TO EVERY STUDENT COMMENSURATE WITH HIS OR HER INTERESTS AND ABILITIES WITH DUE REGARD GIVEN TO EMPLOYMENT OPPORTUNITIES.

2. IMPROVING VOCATIONAL GUIDANCE AT ALL EDUCATIONAL LEVELS.

3. ENCOURAGING STATES TO DEVELOP AND MAINTAIN A STATE-WIDE OCCUPATIONAL DATA SYSTEM AVAILABLE TO ALL SCHOOL SYSTEMS.

4. OFFERING TRAINING PROGRAMS FOR SUPPORT PERSONNEL IN THE SCHOOLS AND COMMUNITY COLLEGES. AREAS IN WHICH SUPPORT PERSONNEL MIGHT BE TRAINED ARE: PLACEMENT AND FOLLOW-UP; VOCATIONAL AND OCCUPATIONAL INFORMATION; AND VOCATIONAL TEST ADMINISTRATION AND SCORING.

5. PROVIDING PLACEMENT AND FOLLOW-UP SERVICES FOR ALL STUDENTS REQUESTING THE SERVICE INCLUDING DROP-OUTS.

6. REDIRECTING EDUCATIONAL SYSTEMS TOWARD THE DEVELOPMENT OF PROGRAMS IN EMERGING OCCUPATIONS AS CHANGING TECHNOLOGY SHIFTS EMPLOYMENT TRENDS FROM MANUFACTURING TO SERVICE ORIENTED JOBS.

7. INCREASING THE AMOUNT OF EMPHASIS PLACED ON PROFESSIONAL DEVELOPMENT FOR VOCATIONAL ADMINISTRATORS AND TEACHERS.

8. PROVIDING "FORWARD FUNDING" FOR VOCATIONAL EDUCATION.

9. INVESTIGATING THE POTENTIAL OF UTILIZING PROPRIETARY SCHOOLS TO PROVIDE VOCATIONAL TRAINING FOR PUBLIC SCHOOL STUDENTS WHERE SUCH TRAINING IS NOT CURRENTLY AVAILABLE OR WHERE SUBSTANTIALLY EQUIVALENT TRAINING CAN BE PROVIDED BY THE PROPRIETARY SCHOOLS AT A LESSER COST.

10. PROVIDING FOR SPECIAL FUNDING FOR RESIDENTIAL VOCATIONAL-TECHNICAL SCHOOLS IN THE NEW FEDERAL LEGISLATION.

11. CONTINUING AND STRENGTHENING THE ROLE OF STATE ADVISORY COUNCILS SO THAT THEY CAN EFFECTIVELY "BRIDGE THE GAP" BETWEEN THE PROFESSIONAL EDUCATOR, THE EMPLOYER, AND THE PUBLIC AT LARGE.

12. INCORPORATING IN THE FEDERAL LEGISLATION PROVISION FOR THE ESTABLISHMENT OF STRONGER ADVISORY COUNCILS AT THE LOCAL LEVEL.

13. PROVIDING SEPARATE FUNDING FOR CAREER EDUCATION.

SIGNIFICANT IMPROVEMENTS IN VOCATIONAL EDUCATION HAVE BEEN ACHIEVED IN THE STATE OF MARYLAND AS THE RESULT OF THE 1968 AMENDMENTS. THESE ACCOMPLISHMENTS WERE MADE POSSIBLE ONLY BECAUSE OF THE SUPPORT PROVIDED BY THE CONGRESS.

HOWEVER, ADDITIONAL PROGRESS MUST BE MADE IN THE FUTURE TO ELIMINATE RECOGNIZED DEFICIENCIES AND PROVIDE VOCATIONAL EDUCATION PROGRAMS THAT ARE TRULY RESPONSIVE TO THE ENTIRE SPECTRUM OF OUR REQUIREMENTS. IN THIS REGARD, WE MUST DO EVERYTHING POSSIBLE TO ASSIST THE GROWING NUMBER OF

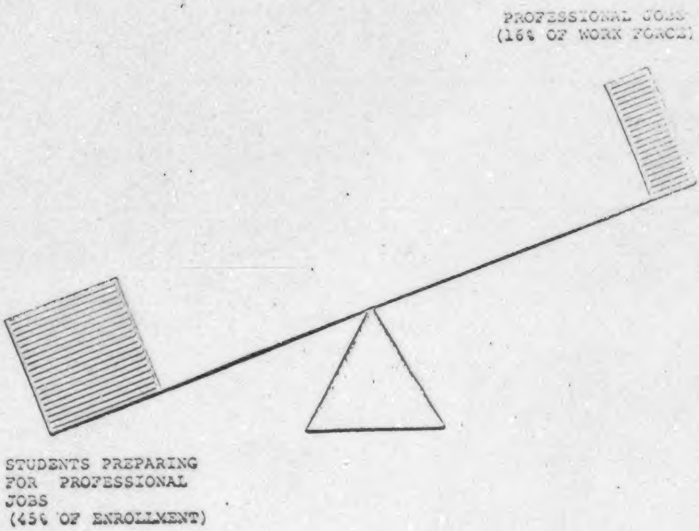
UNEMPLOYED IN ACHIEVING MEANINGFUL LONG RANGE EMPLOYMENT GOALS. VOCATIONAL EDUCATION CAN AND SHOULD PLAY A VITAL ROLE IN THIS RESPECT RATHER THAN CONTINUING TO RELY ON "STOP GAP" MEASURES WHICH AT BEST PROVIDE TEMPORARY RATHER THAN LASTING SOLUTIONS TO UNEMPLOYMENT PROBLEMS.

THE ADVISORY COUNCIL BELIEVES THAT CONGRESS CAN EXPEDITE THE ATTAINMENT OF OUR PROJECTED GOALS IN VOCATIONAL EDUCATION THROUGH APPROPRIATE MODIFICATION OF THE 1968 AMENDMENTS AND THE PROVISION OF ADDITIONAL FEDERAL FUNDING.

ON BEHALF OF THE MARYLAND STATE ADVISORY COUNCIL I WOULD LIKE TO THANK YOU FOR ALLOWING ME TO PRESENT OUR VIEWS ON THIS IMPORTANT LEGISLATION.

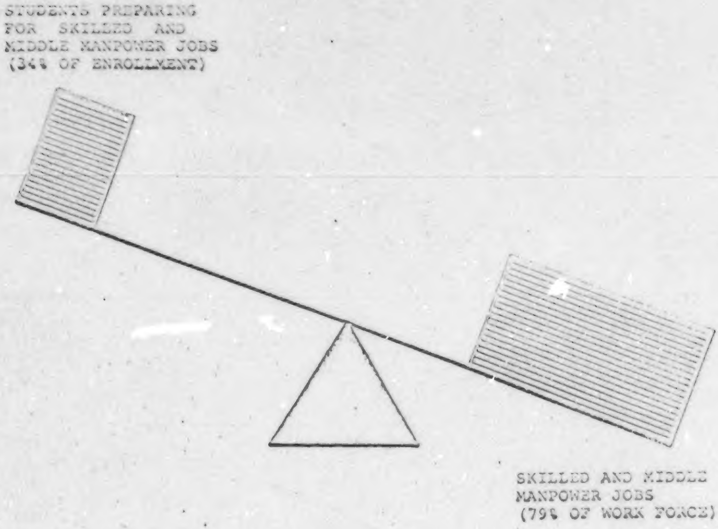
"PREPARING TODAY'S YOUTH FOR TOMORROW'S JOBS"

A COMPARISON OF THE EXISTING ENROLLMENT STRUCTURE IN MARYLAND'S SCHOOL SYSTEM WITH PROJECTED WORK FORCE STRUCTURE FOR 1980 SHOWS A SERIOUS MISALIGNMENT. IF WE ARE INDEED TO PREPARE TODAY'S YOUTH FOR TOMORROW'S JOBS, A MAJOR REALIGNMENT OF THE EDUCATION SYSTEM MUST OCCUR.


PROFESSIONAL JOBS
(16% OF WORK FORCE)
STUDENTS PREPARING
FOR PROFESSIONAL
JOBS
(45% OF ENROLLMENT)

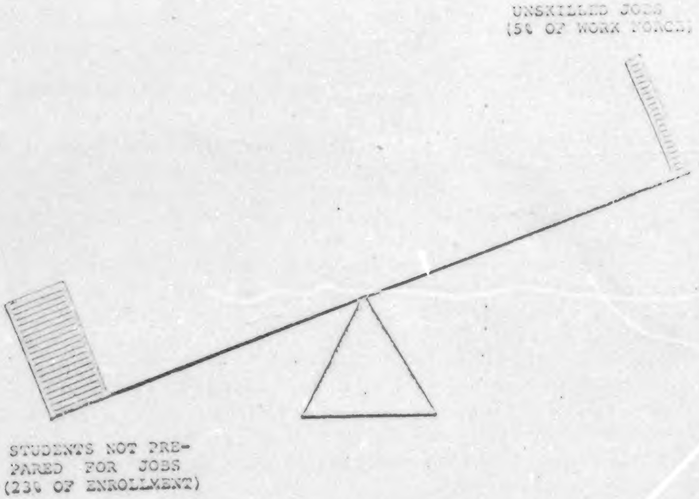
IMPLICATIONS

1. THERE IS AN IMBALANCE BETWEEN JOB EXPECTATIONS AND JOB AVAILABILITY FOR AN ESTIMATED 27% OF THE STUDENT POPULATION.
2. MANY STUDENTS WILL HAVE TO SETTLE FOR JOBS CONSIDERABLY BELOW OR DIFFERENT FROM THEIR EXPECTATIONS.
3. A DISPROPORTIONATE AMOUNT OF EDUCATIONAL RESOURCES ARE INVESTED IN THE PROFESSIONAL LABOR SUPPLY AS COMPARED TO THE DEMAND.
4. ADVISEMENT AND STUDENTS CAREER DECISION-MAKING PROCESSES ARE NOT BASED ON REALITY.


STUDENTS PREPARING
FOR SKILLED AND
MIDDLE MANPOWER JOBS
(34% OF ENROLLMENT)
SKILLED AND MIDDLE
MANPOWER JOBS
(79% OF WORK FORCE)

IMPLICATIONS

1. THERE IS AN ABUNDANCE OF OPPORTUNITIES FOR THE AVAILABLE TRAINED WORK FORCE.
2. THERE IS A NEED FOR THE DOUBLING OF PERSONS PREPARED TO ENTER SKILLED AND MIDDLE MANPOWER JOBS.
3. THE RESOURCES OF OUR SCHOOLS ARE NOT BEING EXPENDED IN KEEPING WITH THE NEEDS OF SOCIETY.
4. THERE IS A NEED FOR PROGRAMS TO DEVELOP A GREATER AWARENESS OF CAREER OPPORTUNITIES FOR THE INDIVIDUALS THROUGHOUT THE PERIOD OF EDUCATIONAL PREPARATIONS.


UNSKILLED JOBS
(5% OF WORK FORCE)
STUDENTS NOT PREPARED FOR JOBS
(23% OF ENROLLMENT)

IMPLICATIONS

1. LACK OF JOB OPPORTUNITIES FOR AN ESTIMATED 18% OF THE SCHOOL POPULATION.

2. THERE IS THE POTENTIAL FOR UNDEREMPLOYMENT IN TERMS OF CAPABILITY FOR A SUBSTANTIAL PART OF THE SCHOOL'S POPULATION WHO ARE WITHOUT TRAINING.

3. HIGH UNEMPLOYMENT AMONG DROPOUTS AND GENERAL STUDENTS IS DUE TO IMBALANCE IN THE JOB POTENTIAL AND THE NUMBER OF UNPREPARED WORKERS.

4. SCHOOL ADVISEMENT AND RESOURCE UTILIZATION NEEDS BASIC ALTERATIONS IN KEEPING WITH THE APPARENT MANPOWER NEEDS OF CONTEMPORARY SOCIETY.

Senator PELL. What would be the reaction of each of you, starting with Bill Carroll, to the administration's bill as you heard it set forth by Mr. Bell?

Mr. CARROLL. My major objection, Senator, to the proposed bill is that it furthers what I consider to be a fragmentation of the total field of learning for work. As I indicated in my testimony, we see no compelling reason for maintaining a separation, either legislatively or through the administrative process, between career education, vocational education, and occupational education (as identified in title X of the Higher Education Act.)

There is one further point. On the set asides for disadvantaged and handicapped, we are concerned with the fact that over the years the definition of disadvantaged under Public Law 90-576 has not been tight enough.

We believe it was the intent of Congress in most other legislation, and perhaps in this act also, to define disadvantaged in terms of low income. Yet the language of the act allows more than low income persons to be served under the disadvantaged category.

We think that any new legislation should specify low income as the standard for disadvantages.

Senator PELL. Speaking of fragmentation, would you mention for the record the different groups in our own State that are involved in vocational education even though we are so lucky to have the one State educational body with general supervision over the whole of education.

Mr. CARROLL. Fragmentation has become more apparent in our State, and that is why we have taken a special interest in it over the last year or two especially with respect to the way the State department of education was organized. Over 2 years ago, the division of vocational education was eliminated and the functions, duties and responsibilities of vocational education were widely diffused among several members of the department.

Senator PELL. Excuse me. What was the reason for that elimination?

Mr. CARROLL. The commissioner and his staff decided to adopt an organization based on generalists rather than specialists. This meant not only that vocational education was affected but also other kinds of education such as special education, education for the handicapped and so forth.

This led to a vacuum in leadership of vocational education and as a result many, many interest groups emerged competing for that leadership role.

Now, that in itself is not unhealthy, but I think if it prevails over a long period of time such fragmentation will lead to a denigration of services in vocational education.

Senator PELL. Sir, what would be the different groups then?

Mr. CARROLL. Various professional groups, educational associations, local affiliates of vocational education associations, and personnel and guidance associations, various chambers of commerce, and of course, our own State advisory council on vocational education as well as local advisory councils on vocational education.

All of them are speaking with different voices about career and vocational education.

We believe that the State department of education, as the sole State agency, shoud provide the leadership, not in any dominant style, as I indicated, but in a collegial sense, working with all of these interest groups.

Senator PELL. Has the advisory council provided leadership in the State?

Mr. CARROLL. I believe that in the vacuum that has existed over the last two years, people have looked to us to provide that kind of leadership.

I do not really see the role of the State advisory council, however, as providing that kind of direction. I think our role as indicated in the vocational education amendments is to evaluate and advise, and I do not think we should broaden our mission beyond that.

Senator PELL. How should the program be handled in your view?

Mr. CARROLL. In Rhode Island?

Senator PELL. Yes.

Mr. CARROLL. Fortunately, the new commissioner and the board of regents, are moving to reestablish effective management over vocational education.

As a matter of fact, before coming down here last night, I testified at a hearing of the board of regents' Elementary and Secondary committee, which was joined with the post secondary committee to consider this question; and we supported the commissioner's eight recommendations on improving vocational education in the State. The key recommendation was to reestablish a bureau of career and vocational education.

We believe this will restore effective management and leadership.

Senator PELL. In connection with State matching as I was discussing it earlier with commissioner Bell, do you think the States can pick up sums in these innovative programs. Do they have the money to do it?

Mr. CARROLL. No.

Senator PELL. Definitely not at the moment.

Mr. CARROLL. As you know, Senator, our State is suffering more than many other States in this economic depression we are facing.

Senator PELL. My understanding is that we have the highest unemployment in the Nation.

Mr. CARROLL. Yes, and I do not think we are in a position to pick up these programs, although I realize it was the intent of the legislation for us to do that.

However, I would like to propose that perhaps it is time for the Congress to take a realistic look at the role of Federal vocational education funding.

More than any other facet of education I think that vocational education funding from the Federal level should be more of a maintenance nature simply because traditionally, and at the present time, local and State education agencies have provided a disproportionate amount of support for more traditional programs such as the social sciences, humanities, science, math, foreign language, and physical education.

I think it is unrealistic to expect these local and State educational bodies to make dramatic changes in this pattern of funding.

Therefore, I would rather see a diminution of Federal aid in those educational areas heavily supported at the local and state level, and a continuation and, perhaps, an upgrade of Federal support in the learning for work area as a recognition of that fact of life.

Senator PELL. Is it your view that the 60–40 ratio, with the State having to pick up 60 percent rather than the old 50–50 ratio, is going to increase State participation.

Mr. CARROLL. Only speaking for Rhode Island, since it is a greater ratio than we presently have to pick up, I think it would be prohibitive.

Senator PELL. That is exactly the reaction I had, and I could not understand the Commissioners' argument. Finally, what are we doing in Rhode Island concerning vocational education in the prisons, because I am struck by the fact that all they are taught is to make license plates. On the other hand, all of the license plates in the State are made in the prisons.

So, when a man emerges from the prison with the one occupation he is trained in, he has to go back to prison to carry it out.

Mr. CARROLL. True enough, sir. Unfortunately, we are not doing enough.

Senator PELL. What do you think we could do to focus there. I think it is currently more costly to keep a man in prison than to send him to the Harvard Graduate School. If we could, it would be better to train the law-abiding youngster for a job. At least he might not cost the taxpayer a great deal of money if he is vocationally trained and employed.

Mr. CARROLL. Some steps have been taken. For example, within the past year a director of education has been appointed at the Adult Correctional Institution having the status of a superintendent of schools. Also, the council has recommended that the entire correctional system be designated as a local educational agency enabling it to receive additional Federal funds.

This has not occurred yet, but we shall continue to press for it. In the general assembly (our State legislature), there are presently bills expected to be passed which will provide more opportunity for vocational education at the correctional institution.

Senator PELL. What kind of opportunity, to be specific?

Mr. CARROLL. Well, specifically, to allow employers to establish work study programs with the prison population, some onsite and some for certain inmates offsite in the community, with a major purpose being the marketing of products made.

Senator PELL. These are work study programs, not vocational training programs in the prisons. Would there be a course in welding or in computer technology?

Mr. CARROLL. There would be some of both actually. Last summer we had a beginning of this kind of program using one of our area vocational schools nearby in a Warwick to provide training for certain inmates from the Adult Correctional Institution; but certainly we have to do a great deal more and one of the things that is impeding the development of vocational education at the prison is the fact that the facility is woefully inadequate. There is not sufficient room to provide training.

Senator **Pell**. I have taken too much time about my own State which obviously interests me a great deal.

Mr. Kitto, would you care to answer the same question apropos of your experience.

Mr. **Kitto**. Okay. First, I would like to comment that we in Minnesota feel that the 1968 law is basically a good law and just needs to be strengthened, and needs to be clarified. As an advisory council, we feel that the role of the advisory council definitely needs to be strengthened and clarified.

Senator **Pell**. Excuse me. That was not my question. I did not ask you about the advisory council. My series of questions that I was asking Mr. Carroll is what do you think of the Administration's bill and do you think the 40–60 split will encourage more State participation or less as opposed to 50–50?

Mr. **Kitto**. With the Administration bill, one of the things I picked up from Mr. Bell's presentation I still question and I would question the amount of involvement, amount of change in comprehensive planning as proposed by the bill—would this bill have an impact in the change, and would the comprehensive planning actually take place at the local level, and I also felt that in regard to the State plans for vocational education, I got the feeling that the way—the manner in which the State plans would be interpreted would still be left up to the discretion of the Commissioner and then perhaps State planning would not be any more effective in the new bill than it is now.

In regard to the 60–40 ratio, I think this has to be based on individual programs in the States. I know that in Minnesota, for example, there are a number of handicapped and disadvantaged programs, that if they lose Federal funds they would lose the programs which would go under.

There, the States seem to enjoy working with this so-called soft money and with handicapped and disadvantaged people. When that money is gone the program is gone and we need greater assurance that those programs are going to be continued.

In regard to corrections, I feel that there is a great move toward more of a community correctional type of systems that needs to be made. I think that vocational education could play a major role in community corrections. Rather than incarcerating an offender, that person be allowed to stay in his community and at the same time participate in a job development, job training.

Senator **Pell**. What do you do in Minnesota to bring more vocational programs into the prisons?

Mr. **Kitto**. Minnesota does very little, right now. They do have a program—vocational education program in St. Cloud Reformatory.

Senator **Pell**. What do they teach? What occupations?

Mr. **Kitto**. Basically, the same things that were mentioned by the gentleman from Rhode Island.

Senator **Pell**. That is work study. What else do you have besides making license plates?

Mr. **Kitto**. Some of the things that——

Senator PELL. What programs are directly run by the government, to teach the inmates?

Mr. KITTO. They have some basic—we would not call them work-study programs, but basic vocational educational training programs in auto mechanics, welding, auto repair, and graphic arts in the prisons systems presently. However, just because a person is trained in, we will say, an area of graphic arts while being incarcerated does not assure him of going out and getting a job once he is released.

Senator PELL. Would the union accept him as an apprentice?

Mr. KITTO. There are now some programs in Minnesota that they call ex-offender rehabilitation programs that when the inmate leaves the institution this ex-offender counselor assist in job development and these are relatively new programs operating with LEA funds that have been in operation about 1 year—[illegible] years.

Senator PELL. What luck do you have in having your suggestions carried out by the State government?

Mr. KITTO. The suggestions that we put into our informal evaluation statements that we put into the State plan, very few of them have been carried out. They have inserted one this year which we thought was a major breakthrough, and that pertains to teacher certification.

Senator PELL. Is that more than was accepted last year?

Mr. KITTO. Yes, that is more than had been accepted in the past years, correct. Basically, they have acknowledged that we have——

Senator PELL. Then, what is your relation with the higher education community, and the groups offering postsecondary vocational training?

Mr. KITTO. From the advisory council?

Senator PELL. And, within the State.

Mr. KITTO. Within the State, right. There is a Higher Education Coordinating Committee which now also serves as the 1202 Commission and we have virtually no communication or no working relationship with that Commission at all.

Senator PELL. Why?

Mr. KITTO. The nearest I can answer that is that we have tried. We have requested that there be a change. We requested the Governor appoint members of the advisory council to the Higher Education Coordinating Commission which is also the 1202, and he has not.

Senator PELL. I ask the same question of Mr. Lechlider.

Mr. LECHLIDER. Well, we in Maryland, I guess, are unique in that our advisory council has had more of our recommendations carried out than others in that we over the past years have gained experience, I guess, along the way, in getting some of the appointments on this council.

We found the stronger persons that you can get on this council will carry more influence with the State board of education and with the legislators. This is not to say we have had our recommendations all carried out because we are just an advisory council.

I would like to see, somewhere along the line, a change so that we are more than an advisory council with some stipulation in the funding. I think this would bring it about quicker than anything else.

Senator **PELL**. In Rhode Island, there was no single leadership in vocational education; so the advisory council is, de facto, filling that role.

Do you think that this is a good pattern or not a good pattern to carry across the country?

Mr. **LECHLIDER**. I think it is a good start and I think it is the way we should go.

Senator **PELL**. Do you think that is the function of the advisory council?

Mr. **LECHLIDER**. No, sir.

Senator **PELL**. In other words, you would have said it is not a good pattern, that the leadership should come from within the Department of Education, and that the advisory councils should be just what it says it is, an advisory council.

Mr. **LECHLIDER**. Well, the direction we have taken right now—we are so bold as to ask for a deputy state superintendent for vocational education.

Senator **PELL**. Would he be the chairman of your group?

Mr. **LECHLIDER**. No, sir. He would attend all of our meetings as an ex officio member, and he would also be a member of the State board of education because he would be an assistant to the State board—to the State superintendent. He would be vice president or vice chairman, whatever name you prefer to give him, and this is a bold new step, and we do not know whether we are going to get it, but we certainly had already recommended this and have asked for it.

Our communication with the higher education committees is not too good. I would like to see us have more communications and I understand from talking to other advisory boards across the country they have the same problems we have.

Senator **PELL**. What was your reaction to the administration's proposal that a 40–60 matching of funds will produce more State participation than the present 50–50?

Mr. **LECHLIDER**. No, sir. I think it is a step backwards. Anytime you cut Federal aid, especially with the economy the way it is now, I think—well, as I said a while ago, I have worked with the state legislature and State school boards about 10 years now and everytime there is any Federal fund cuts, it is cut at the easiest place, and I think it would cut out vocational technical money. I think the programs would be cut.

I think it will keep the personnel at the top levels, and I think the money that goes for education and the training programs will be cut. So, I think it will definitely hurt.

Senator **PELL**. I was struck by our statistics with regard to the way that people are being trained for nonexistent occupations and not being trained for existing ones.

Now, I would recognize and insert in the record some articles from Change magazine, which I commend all of you to read. They bring this forward clearly as I see it, showing that we have to make the decision very soon whether there is going to be education for people for jobs or whether we should accept the fact that one of the functions of education is the enjoyment of leisure, unrelated to jobs. If you accept that thesis then you have a different approach.

[The information referred to follows:]

THE
AMERICAN
FUTURE

WITH THIS ISSUE *Change* BEGINS A MAJOR NEW SERIES ON THE AMERICAN FUTURE AND THE PROBABLE IMPLICATIONS FOR EDUCATION. THESE ESSAYS WILL APPEAR EACH MONTH FOR THE REMAINDER OF THIS YEAR. FOR FURTHER COMMENTS, SEE THIS ISSUE'S EDITORIAL.

The Reserve Army of the Underemployed

I - The World of Work

by James O'Toole

A portentous social pattern is beginning to emerge in many industrialized nations. In socialist and capitalist economies alike, increasing numbers of highly qualified workers are unable to find jobs that require their skills and training. Thus, a large and growing number of individuals are forced to take jobs that can be performed just as adequately by workers who have far lower levels of educational attainment. Examples of this phenomenon are not startling—indeed, they are becoming commonplace. In England, a young Oxford graduate finds that the only job open to him is as a salesman in an electronics firm. A Stanford PhD takes the best post available upon graduation—as a middle-level bureaucrat in a regional office of the U.S. Department of Labor. In Sweden, a young woman with a BA in chemistry finds that the highest status job that is vacant is as a secretary. In Poland, a university graduate takes a job as a clerk in a state industry.

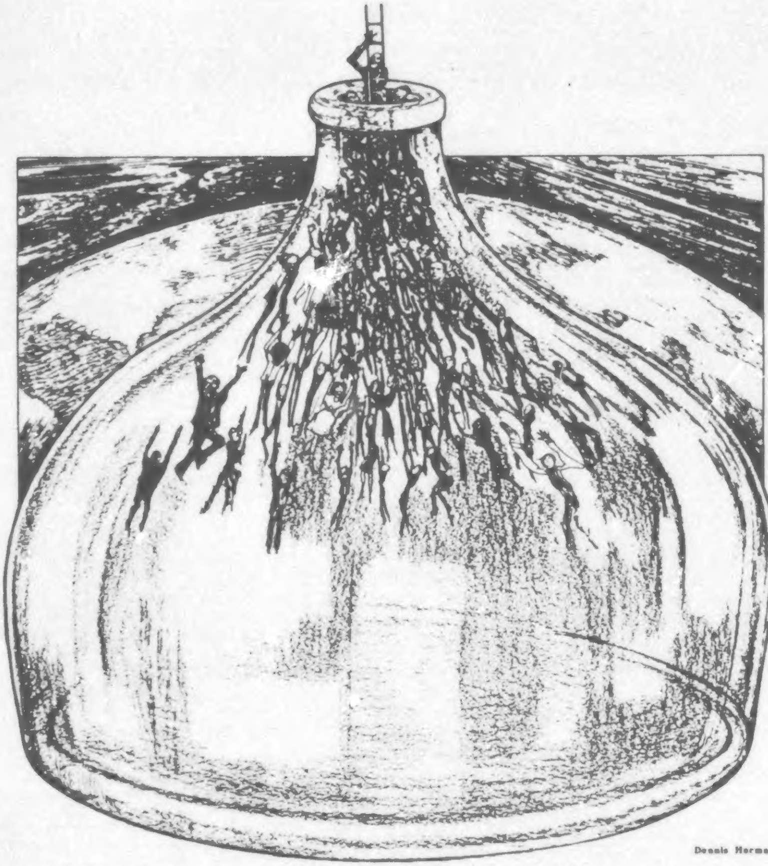
And the effect trickles down the occupational scale: In Germany, a graduate of one of his nation's finest technical high schools works as a machinist at a job that less than five years ago was held by a worker with only a primary school education. Finally, and predictably, this process of job displacement reaches its full force at the bottom of the occupational ladder where poorly educated workers are often knocked off the last rung. In California, a black dropout is told that a high school diploma is required to box groceries. Where Marx had forecast that mass unemployment would become the salient characteristic of labor markets in advanced economies, it is now clear that underemployment—working at less than one's full productive capacity—is more accurately the hallmark of work in industrial societies.

This underutilization of human resources stems most clearly from dissonances and disjunctions in the important and complex relationship between the institutions of education and work. In all societies, one of the primary functions of formal education is the preparation of the young for the world of work. But during the twentieth century this function became dominant in many systems of education.

In carrying out this function, schools also assumed the role of society's sorters, selectors, and certifiers. The schools bestowed society's approval on some young people—opening opportunities for further education that led almost inevitably to good jobs and high social standing. Other students were less fortunate—they were tracked into vocational schools to learn the traits and attitudes appropriate to their working-class station in life. Thus, in the process of allocating educational opportunities, the schools ascribed social class standing and the future lifestyles and life chances of the young.

In the last few years, however, almost all of the developed nations have sought to turn schools away from being the instruments of stratification and toward being the prime tool for the creation of greater social equality. Remarkably, governments with ideologies as diverse as those in Yugoslavia, Spain, and the United States are attempting to provide greater equality of occupational opportunity for all social classes through increasing access to education. On one level, these nations have achieved significant success: The median number of years of school attainment has rocketed upward in every developed country. For example, in the United States, blue-collar workers in 1952 had a median of only 9.2 years of schooling; by 1972 the figure was 12.0 years. Even more strikingly, college enrollments expanded during this period from 2.6 million to 8.4 million. Significantly, in Europe and Japan the rates of increase in levels of educational attainment have been even more pronounced than in America.

JAMES O'TOOLE is on the staff of the Center for Futures Research at the Graduate School of Business Administration of the University of Southern California, and was chairman and principal editor of the HEW Task Force on Work in America (1972). The research for this article was supported by the U.S. Office of Education and the Aspen Institute.



Dennis Hermanson

From 1945 to about 1965, labor markets in the industrialized nations were elastic enough to soak up the ever-burgeoning supply of educated workers. Indeed, it seemed that industrial society's appetite for educated workers was insatiable. To meet this seemingly unquenchable demand, all the stops were pulled out in the early 1960s and public policy was geared to forestall dropping out of high school, to increase the numbers of college graduates at almost any cost, and to turn out teachers, engineers, and scientists in abundance. In this country, such activity was justified by patriotic appeals to beat the Russians to the moon. America responded to the challenge with characteristic enthusiasm and overkill: Ben Wattenberg has calculated that during the sixties America built a new junior college every 10 days.

But no socioeconomic trend runs on eternally. It is now becoming clear that the ever-expanding supply of educated workers is running up against a ceiling of job demand. A few years ago Columbia's Ivar Berg became one of the first to discover that something like 80 percent of American college graduates were taking jobs that were previously filled by workers with lower educational credentials. Last fall, these problems of underemployment were given official recognition as a national problem in a speech by President Ford to the graduating class of Ohio State University:

> Your professors tell you that education unlocks creative genius and imagination and that you must develop your human potential. And students have accepted this. But

> then Catch 22 enters the picture. You spend four years in school, graduate, go into the job market, and are told that the rules have changed.... To succeed you must acquire further credentials so you go back to the university and ultimately emerge with a master's or even a PhD.... And you know what happens next? You go out and look for a job and now they say you are over-qualified.... The fact of the matter is that education is being strangled—by degrees.

In this speech, the President called national attention to a problem that had already begun to worry many leaders in business, labor, and academia: namely, that the rapid increase in the educational attainment of the workforce has been accompanied by a concomitant rise in worker expectations. In particular, the current younger and more highly educated generation of workers now expects good jobs as its just reward for its many years in the educational system. Moreover, these expectations are compounded by a shift in values among the young. Increasingly, young workers prefer jobs that are interesting, socially "meaningful," and offer the opportunity for personal growth over jobs that offer only the traditional—and more easily provided—rewards of money and security. (See "The Coming Shake-Out in Higher Education," *Change*, Summer 1974.)

The rub is that no industrialized nation has been able to produce an adequate number of jobs that provide the status and require the skills and educational levels that their workforces are achieving. By way of analogy, the situation is nearly Malthusian in its proportions: Levels of educational attainment have tended to grow in almost geometric progression, while the number of jobs that require higher levels of education has tended to grow at a much slower pace.

There is thus a disjunction between the expectations raised by educational policy and the inability of the economic order to make good on society's promises. There simply are not enough good jobs to go around to everyone who thinks he or she deserves one. If it were not for the Marxist overtones, this disjunction could be called a contradiction, one that stems from the very success of nations in their efforts to become more egalitarian: To the extent that developed countries are solving the centuries-old problems of providing freer access to education, they are paradoxically creating a situation that in the future threatens to countervail their efforts to achieve greater equality and political stability.

There is some evidence that this contradiction is beginning to create a concatenation of potentially grave social, political, and economic problems in industrial nations. Although opinion varies on how to interpret the available evidence, it appears that national policies designed to upgrade workforces educationally may be creating frustration and low morale among younger workers—workers who, ironically, have the educational backgrounds to articulate their dissatisfactions.

Some of this evidence is strong and unequivocal. Studies undertaken at the University of Michigan, for example, show that people who feel they deserve better jobs than they have come to suffer from what is known as *status conflict*. At the extreme, some of these workers come to feel trapped in bad jobs, sensing that by rights they deserve better but by circumstances they will probably never achieve more. These feelings are primary sources of dissatisfaction with life and work and correlate highly with problems of poor physical and mental health.

What is clear from almost every study of job dissatisfaction is that the placing of intelligent and/or highly qualified workers in dull and unchallenging jobs is a prescription for pathology—for the worker, the employer, and the society. For example, a counterintuitive study undertaken by Sandia Laboratories indicates that it is intelligent blue-collar workers (not the dull ones) who are probably the most responsible for damage, low productivity, errors, and accidents in the workplace. And there are many more intelligent blue-collar workers than we might imagine—indeed, there are three times as many laborers with IQs over 130 as there are PhDs. (There are, of course, many times more laborers. But the point is that laborers are usually and often inappropriately treated as though they were imbeciles.)

Employer assumptions about these workers' intelligence has led to jobs designed to be successfully completed by morons. Alvin Goulder describes how such a system leaves major parts of the worker's personality "unemployed":

> In short, vast parts of any personality must be suppressed or repressed in the course of playing a role in industrial society. All that a man is that is not useful will somehow be excluded, and he thereby becomes alienated or estranged from a large sector of his own interests, needs and capacities. Thus, just as there are unemployed men, there is also the *unemployed self*.

In his book *Strategy for Labor*, Andre Gorz describes how underemployment has become the prime source of job dissatisfaction and social alienation in the last half of this century:

> Industry in the last century took from the countryside men who were muscles, lungs, stomach: their muscles missed the open spaces, their lungs the fresh air, their stomachs fresh food; their health declined and the acuteness of their need was but the emptying functioning of their organs in a hostile surrounding world. The industry of the second half of the twentieth century increasingly tends to take men from the universities and colleges, men who have been able to acquire the ability to do creative or independent work; who have curiosity, the ability to synthesize, to analyze, to invent, and to assimilate, an ability which spins in a vacuum and runs the risk of perishing for lack of an opportunity to be usefully put to work.

Although Gorz is a Marxist, the problem of unemployed selves is not just the concern of the radical left. Indeed, managers in the U.S. and Europe have begun to note the problem. Myron Clark, past president of the Society for the Advancement of Management, estimates that 80 percent of all workers in America are underemployed. The massive Survey of Working Conditions prepared for the U.S. Department of Labor found that 35 percent of all workers feel over-qualified for their jobs. But numbers dehumanize what is essentially a problem of the human spirit. Perhaps the most poignant statement of the problem of underemployment occurred in an interview in Studs Terkel's *Working*. A marvelously articulate woman worker told Terkel that "most of us have jobs that are too small for our spirits."

> “What is clear from almost every study of job dissatisfaction is that the placing of intelligent and/or highly qualified workers in dull and unchallenging jobs is a prescription for pathology—for the worker, the employer, and the society.

Although such evidence is depressing, it is possible that the social disparity between the promises of education policy and the realities of work are creating problems even more acute than mere job dissatisfaction. Society may be in the throes of creating a new meritocracy, one composed of the 20 percent of the population that holds almost all the good jobs in the economy. In itself, the creation of an elite is not a new phenomenon. Nor is it surprising that this elite, like others that have gone before it, appears to be amassing social and political power to match its weight in the economic order. Where there is a noteworthy break from past patterns of social class is in the growing refusal of the 80 percent of the population (the "masses" who have bad jobs) to accept the right of the elite to its special privileges. What is new in history is that the masses are now almost as well educated as the elite. Consequently, they look on the meritocracy with envy and, perhaps, hostility. Although there is little hard data to support this, social observers ranging from Daniel Bell and Peter Drucker to special commissions that have reported to the American and other governments have all seen signs of potential conflict between those who have bad jobs and those who have good jobs.

A Czech study, prepared during the liberal Dubcek thaw, warns of a new form of class polarization, one that will afflict even the socialist states:

> …the dominant feature in the social stratification starts to be differentiation primarily according to the content of work. The long-term existence of two distinct strata working side by side—people performing exacting creative work and others occupied in simple operative jobs—will then have to be seen as a serious problem.

The Czechs argue that the antagonism will spill out of the workplace and there will be "resultant disagreements in ideas on life apart from work." Signs of such emergent, class-based *ressentiment* may also be seen in the evident ungluing of the traditional left-center political coalitions in the Western democracies. In the past, Britain, Scandinavia, and the U.S. had powerful parties composed of liberal-intellectual and labor-working-class factions. In Europe and America, antagonism between the professional, upper-middle-class liberals and the workers has surfaced during the last two years. Our own Democratic party saw its once solid labor support slip away when they nominated the liberals' candidate for the Presidency in 1972. In the 1974 British election, the Liberal party siphoned off much of the middle-class support that had recently gone to the Labour Party. (A great number of these voters returned to the fold in late 1974, however.) And in Sweden and Denmark, government officials, teachers, and others who have traditionally supported the Socialists are becoming increasingly restive as they see salary and other distinctions between the classes eroded.

Such potential social conflict stems in part from the difficulties that societies encounter in deciding who should get the relatively small number of good jobs. And, when almost everyone in society has high levels of educational attainment, another, and potentially more disruptive, question arises: Who should do the dirty but necessary tasks of civilization? To put the problem crudely, it will be rather difficult to recruit college graduates to clean toilets in public buildings; but the toilets will have to be cleaned by somebody.

Society's reflex response to such problems has been to lay heavier stress on the value of educational credentials. Employers have responded to larger pools of qualified workers by needlessly raising the credential requirements for jobs—without upgrading the demands, challenges, or rewards of these jobs. Thus, the problems of equity and equality have been exacerbated by the rapid expansion of educational attainment: Credentialism creates even greater conditions of inequality for those on the bottom.

Switching to an economic perspective, there is some evidence that this inflation of the value of educational credentials may lead to an actual lowering of productivity. It was argued in the 1960s by Theodore Schultz and the "human capitalists" that investments in education were investments in the Gross National Product. These economists felt that upgrading the workforce educationally would lead to higher productivity as underqualified workers were replaced by those with greater skills.

Ivar Berg has argued that the reality of the process is quite different from the economists' model. What actually happens is a process of unproductive job dislocation—more highly qualified workers bump slightly less qualified workers from their jobs. No increase in productivity occurs because the nature of the jobs is usually such that they do not require higher skills. Productivity may actually drop because the more highly qualified worker is likely to be dissatisfied with the job. In sum, increasing the educational level of the workforce above a certain level, without concomitant changes in the structure of work to capitalize on the increased capabilities of workers, will probably exert a slightly negative impact on productivity.

In the last two decades, universities, corporations, and the government have all adopted the human capitalist mode of calculating the return on investment per year of education. Ironically, as the economic ceiling on the need for more highly qualified workers is being reached, the increasing supply may actually be driving down the market value of educational credentials. As it becomes clear that education will not pay off as promised, there is a very real possibility of a massive buildup of disillusionment and a sense of betrayal among those stuck with a "bad investment." Indeed, the selling of education solely as a passport to a good job could backfire, and an entire disappointed generation could withdraw its support for an important social institution. Then the important functions of education for self-development, leisure, family, and citizenship will also be imperiled. The refusals of middle-class voters to approve school bonds, the cries of intellectuals to de-school society, and the general attack on the irrelevance of education may be the opening salvos of a general move to discredit an institution that has failed to meet the false economic expectations that have been created for it.

These, then, are the major symptoms that something is wrong at the education and work intersection. These are the dilemmas that President Ford was referring to when he said that education is being strangled by degrees. He and others have offered a policy in response to these problems—greater stress on vocational education. The response is simple and direct. But the war on poverty has taught us that solutions to social problems are seldom found by mounting frontal assaults. Before losing our heads and administering an overdose of vocationalism to meet the complex problems of underemployment, we might first try to understand the situation more deeply and more broadly to see what other options might exist. Specifically, we should start by asking what kind of future is in store for American workers if the nation continues its current manpower and education policies.

Manpower experts know a little bit about a lot of things, but what they know best are the demographic shifts that are likely to occur in the workforce over the next 20 years. Their margin of error in predicting workforce trends is small—not because the techniques economists and statisticians use are terribly sophisticated, but because the raw data with which they must work exists in a convenient and usable form. That is to say that almost all of the workers' noses that will have to be counted over the next 20 years are currently alive, wiggling, and countable. Thus it is known with great certainty that the workforce in the future will have higher levels of educational attainment. With only a little less certainty we know that the expectations of these workers will be higher than those of the present workforce. And there is enough hard evidence to forecast that the values of the workforce will be considerably different in the future.

It is worth a moment to briefly examine these data because they point to the greater appropriateness of some policy solutions than to others. We might begin this analysis with a simple fact: The members of the high school graduating class of 1970 will be 33 years old in 1985. Significantly, the average age of the workforce will shift downward during the next 15 years or so and, starting in the mid-1980s, 25- to 34-year-olds will become the largest age cohort in the workforce. This means that the current crop of high school students will constitute the bulk of our workforce from 1985 to 1995, and that they will then be at the age at which workers have traditionally been most productive. Consequently, it is important to learn something about these young people, for we will be depending on them to supply goods and services in the next decade.

First, it is rather certain that by 1990 something like 30 percent of these young people will have earned a BA or a higher degree. Another 20 percent will have one or more years of college. Looked at another way by as early as 1980, half of the workers in America with four or more years of college will be under the age of 35, and half of all the workers with no more than an elementary school education will be over the age of 50. The picture developing is of a society with a young, well-educated workforce that is rather rapidly replacing an older and much less educated workforce. By 1980, one in four American workers will have a college degree, and college enrollments may zoom to 20 million by the year 2000.

Such statistics documenting the educational explosion are so familiar that they no longer shock. Education has become America's largest industry, as the United States Commissioner of Education recently noted. Nearly 30 percent of the American population is involved in education in one role or another. We spend about $108 billion annually on education ($35 billion on postsecondary education), which accounts for about 8 percent of the Gross National Product. And, as Daniel Moynihan has pointed out, increases in expenditures per annum on education have outpaced rises in the GNP by about 3 percent. Can this exponential growth in education continue? While it is true that enrollments in primary and secondary education are dropping as the baby boom bulge passes through the educational system, the relief is only temporary at these levels and will have little effect on higher education. The demographers at the U.S. Bureau of the Census (not known by temperament to be a bullish lot) are forecasting increasingly high enrollments at all levels of schooling for the next 25 years under any of the three most likely alternative assumptions about the future. These projections are based in part on an upsurge in continuing education enrollments.

Concomitant with the rise in educational attainment among young people is their increasing desire for even more education and their increasing aspirations for better jobs. It is beyond the current state of the art of the social sciences to identify whether higher levels of education cause higher expectations, or whether higher expectations lead people to pursue higher levels of education and better jobs. What is known is that there is a strong and persistent positive correlation between educational attainment and rising expectations. That young people want more schooling is underscored by a recent American College Testing Service study that showed that 65 percent of eleventh graders plan to attend college for two or more years and 46 percent plan to attend for three years or more. In a study of college freshmen, Alexander Astin found that 57 percent plan to go to graduate school.

Equally measurable and conspicuous is the increasing desire of young people for good, high-status jobs. A recent Office of Education survey found that over 54 percent of high school seniors desired professional or managerial-level jobs. Not surprisingly, at higher levels of educational attainment, there are found even higher levels of job expectations. In California's community colleges, 64 percent of the students aspire to professional or managerial jobs (even though only 32 percent of the students come from families headed by individuals in such occupations).

The final important fact to be considered here about the cohort of young people who will constitute the most important part of our workforce in the next 20 years is that their values are markedly dissimilar from

> “The current crop of high school students desires not only good jobs in terms of status, but also interesting and meaningful jobs that lead to self-fulfillment; and these young workers are the most disaffected part of the workforce because they cannot find jobs that satisfy their requirements.

those of their parents. For example, the several major surveys of job satisfaction that have been conducted over the last few years agree on one important fact: Young workers are far more dissatisfied than their older counterparts. Why this would be so is best explained by attitude surveys that show a sharp difference between generations in their values and attitudes about work. Daniel Yankelovich, who has been monitoring changes in the values of college-age Americans since 1968, finds that the counterculture values held by only a minority of college students in the late 1960s have spread to about two thirds of the college-age cohort, including a large portion of noncollege and blue-collar youth. (See "College and Noncollege Youth Values," *Change*, September 1974.) These new values are often articulated in the desire for self-fulfillment on the job.

Apparently, great numbers of young people are looking for jobs that offer more than just money. Young people say that they want a chance to grow and to learn on challenging jobs that contribute something to society and to other people. Significantly, the desire for jobs offering intrinsic rewards has increased over the past five years, even in the face of a tightening job market.

In the past, attitudes changed slowly with each successive generation. Today, it seems that almost a generation of attitudes separates each graduating class of high school seniors—and each one appears more committed than its predecessor to the new work values. An Office of Education study of high school seniors found work attitudes similar to the Yankelovich study of college students—but the high school students' new work attitudes were even more pronounced. Only 18 percent of these seniors ranked "having lots of money" as being of first importance in their lives. When it came to choosing a career, their first choice was one that was helpful to others and useful to society—jobs that they interpret as having the intrinsic characteristics of professional or managerial-level work.

In sum, the educational attainment of the workforce will increase exponentially over the next several decades; the current crop of high school students desires not only good jobs in terms of status, but also interesting and meaningful jobs that lead to self-fulfillment; and these young workers are the most disaffected part of the workforce because they cannot find jobs that satisfy their requirements of challenge, growth, and self-fulfillment. It is common to dismiss such findings with the truism that "kids will grow out of these idealistic notions." Indeed, S.M. Lipset, writing in *The Public Interest*, has demonstrated that people do moderate their views as they grow older. But each successive generation still ends up more liberal or idealistic than its predecessor.

Thus, the problems of underemployment are not likely to disappear as the current generation matures. Job dissatisfaction is not going to be "just a youth problem" in future decades. Moreover, this problem may be exacerbated by the kinds of jobs that are likely to be available in a postindustrial society.

Manpower experts seem to know more about questions of supply (the demographics of tomorrow's workforce) than they do about demand (the kinds of jobs that will be available in the future). But most experts agree that the following kinds of changes are likely to occur in the labor market over the next two decades:

- The shift away from a blue-collar industrial economy toward a white-collar service economy will continue.
- The giant public and private organizations that hire most American workers will continue to grow.
- Government will continue to be the fastest growing sector of the economy. (One out of six Americans is already employed by some level of government.)
- Technology will continue to spread and machines will replace people on many jobs.
- There will be a slight reduction in the hours worked per week.

To many observers, these trends portend a better world and a higher quality of life. Philosopher Sebastian de Grazia foresees a leisure society in which machines will do the labor and humans will be free for contemplation, creation, and self-development. Manpower specialist Sar Levitan sees greater social and career mobility for workers as many blue-collar workers move into cleaner and higher-status white-collar jobs. Sociologist Daniel Bell looks at the same trends and sees the makings of a more just society—a meritocracy based on knowledge and not on power, birth, or inherited wealth. Economist Theodore Schultz sees a boost in productivity, economic growth, and individual income as education continues to "upgrade" the workforce.

It is possible to share with these authors their desire for such future occurrences without sharing their sanguine views that these, indeed, will be the outcomes of present or predicted policies or trends. Another scenario—one far less utopian—can be just as convincingly drawn from the same facts. For example, it appears that the slight increase in free time in the future will accrue to those in the workforce (blue-collar and clerical workers) least prepared educationally to benefit from true, creative leisure as defined by de Grazia. In response to Levitan, it would seem that the new white-collar jobs that are being created are every bit as stultifying and growth restricting as the jobs in the industrial sector that are being replaced.

It seems also more than probable that Bell's view of a just, meritocratic state is an elitist perspective—the 80 percent of the population who are not members of the meritocracy are unlikely to view such a state as just. And it is likely that Schultz's views are anachronistic—America may have reached a point of diminishing returns concerning the economic pay-off of expanding education and, perhaps more important, economic growth is decreasingly seen as the most desirable goal of public policy.

Do the facts support an optimistic or pessimistic forecast for the future of work? The problem here is that while facts are objective, their interpretation is subjective. Being by temperament more akin to Cassandra than to Pangloss, my interpretation of the available facts tends toward the pessimistic. In support of this bias, I would point to the kinds of jobs that are being created in the two fastest growing sectors of the economy—"miscellaneous services" and government. Service industry jobs (not to be confused with the "service sector," which includes almost all white-collar activities that do not produce goods) are usually thought of as the representative occupations of postindustrial society. Working behind the counter at McDonald's or ticketing passengers for TWA are typical service jobs. Some of these jobs are good jobs. For the worker in an industrial job where he has been assaulted day in and out by the relentless clamor of a machine, the opportunity to take a service job (in which the most salient characteristic is human contact) would appear attractive indeed.

But most of the people who take the new service jobs are not transfers from industry; they are usually young people, many of whom have had at least some higher education. For them, service jobs appear to have many of the worst characteristics of blue-collar work (the jobs are dull, repetitive, fractionated, and offer little challenge or personal autonomy). Also, these new jobs often lack the best characteristics of skilled, blue-collar jobs (relatively high salary, security, union protection, and the sense of mastery that comes from producing something tangible and needed by society).

In 1965, 15.9 percent of all jobs were in services; by 1972 over 20 percent of the workforce was in this industry. For example, between 1960 and 1970, the number of orderlies and nurses aides increased by 420,000; the number of janitors by 530,000; and the number of busboys and dishwashers by 70,000. Characteristically, such jobs offer low salary (nearly 30 percent of all service workers earn less than $4,000 per annum), and they offer little in the way of career opportunities. In hospitals, orderlies do not progress up a career ladder to become nurses; in hotels, chambermaids seldom advance to become desk clerks. The economy is thus creating a great number of unattractive jobs.

Moreover, many new jobs that statistically look like good jobs (health paraprofessionals, teachers' aides, technicians with a two-year AAS degree) do not contain career ladders either: X-ray technicians do not progress up a ladder and become radiologists. In fact, the scope of the job and the autonomy of the worker in paraprofessional "new careers" are greatly limited by the prerogatives of the professionals who supervise them.

In reality, there are precious few jobs that make much use of higher-order skills, training, or intelligence. The Bureau of Labor Statistics estimates that only about 20 percent of all jobs will require a college education for successful performance in 1980. More depressing, the Office of Management and Budget finds that one half of all current jobs do not even require a high school education.

That America is creating many more bad jobs than good jobs can be illustrated by Kafkaesque examples from our fastest growing industry, state and local government. Here—where one out of three new jobs is being created—most of the rapidly expanding demand is for services (in hospitals, police, maintenance) or for jobs with service characteristics (typing, clerical work). When teachers are subtracted from the total of government employees, the two largest remaining categories are clerical and service workers who, together, account for about 78 percent of all nonteaching jobs. Even leaving teachers in the total, clerical and service jobs constitute about 42 percent of all government jobs, while the comparable figure in private industry is only about 28 percent.

And now that the federal sluice gates have opened, and revenue sharing and public service employment money is beginning to gush into state and local coffers, public jobs are being created at a clip that probably exceeds the pace of the New Deal. What kinds of jobs are being created? Not leaf raking, perhaps, but jobs not likely to motivate the new generation of qualified workers. According to Ivar Berg, directors of government agencies report that 60-70 percent of the jobs they are creating are "in the categories of aide, attendant and assistant, clerical workers, custodian and semiskilled blue collar." This evidence opens President Ford's solution to the problems of underemployment to considerable question. Vocational training for what? To bus dishes?

There is some comfort to be gained in the knowledge that the professional and technical category of jobs is the fastest growing segment of the workforce. According to the Department of Labor, between 1972 and 1985, there will be about 18 million openings for high-status jobs. There will be two primary sources for these openings: the creation of new jobs, and, more significantly, the retirement of people who currently occupy these posts. Although this number of job openings seems impressive, the accomplishment of the economy is tarnished rather severely by the fact that there will be as many as 22 million people with college degrees competing for these jobs. Significantly, even this large, potential shortfall of four million good jobs may be a gross underestimate, because all of the jobs in the high-status categories are not attractive to college graduates.

In reality, many of the technical and managerial positions included in these categories offer little in the way of satisfaction, status, or salary (for example, 5.4 percent of "professional-technical" workers and 7.0 percent of "managers" earn less than $4,000 per year). Moreover, most of the jobs that will be opening due to retirement over the next two decades cannot really be considered "choice," because they are currently held by workers who do not have college degrees. And to make matters worse, competition for the few truly good jobs will be further exacerbated by the 120,000 trained professionals who will immigrate to America annually.

Although the "professional-technical" category will probably grow to where it constitutes over 20 percent of the workforce by 1985, there still may be as many as 2 to 2.5 college graduates competing for every choice job. Even the conservative researchers at the Bureau of Labor Statistics (BLS) estimate an annual surplus of 140,000 college graduates by 1980. And using nearly the same careful methods employed by the BLS, the National Planning Association estimates that the annual surplus of college graduates may grow to 700,000 by 1986.

But the extrapolation of trends is fraught with a high potential for error. Events can intervene and obviate the most careful of predictions. Without a crystal ball that can accurately foresee such potentially potent influences on the labor market as war, technological breakthroughs, changes in values, and political events, it would be rather irresponsible to predict a general shortage of good jobs in the next decade. This is particularly so, some would argue, since the allocation of jobs occurs through market mechanisms, and the market has a way of adjusting itself to a changing environment.

How successful will the market be in balancing supply and demand? The National Planning Association study indicates that there will be some measure of success. For example, the educational upgrading of the workforce has freed many educated blacks and other minority workers from the necessity of doing society's dirty work—as laborers, janitors, and charwomen. The net effect is that in terms of worker qualifications, demand will soon exceed supply in lower-level jobs. And, at the same time, the supply of highly qualified workers will exceed demand in higher-level jobs. But no "shortages" or "surpluses" will occur at either end of the spectrum. There will be someone to clean the toilets, and PhDs will not be on breadlines. The labor market will complexly adjust itself across the board to make supply meet demand. For the good jobs, the market will adjust by raising educational requirements; for the bad jobs, salaries will be increased and working conditions improved.

Already, young white workers—half of whom are students—are taking the places of many black workers in the best unskilled and semiskilled jobs. This could be viewed as a step toward greater equality in the society; unfortunately, for the least educated blacks, it has merely meant increased competition among themselves for the worst jobs that the whites and better-off blacks would never touch.

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Apparently, the market does not function to the advantage of those who do not have the characteristics that are currently seen as attractive to employers. How well a poor, unschooled black might perform in a given job is irrelevant to the market—the market values whiteness and schooling, even when these are irrelevant to potential job performance.

At the other end of the occupational scale, the process of the balancing of supply and demand also leads to dislocations. As competition grows keener for good jobs, fewer workers benefit—indeed, many qualified workers are being bumped to lower statuses. Eventually, salaries might become compressed at the subprofessional level because employers can pick and choose among the reserve army of the underemployed: If one qualified worker refuses a job at a low salary, there is always another who is willing to take it. These problems of dislocation are not just ones to be found in the distant future—in 1971, 36 percent of male college graduates were unable to find professional or managerial jobs upon graduation. An even more immediate problem is that the brunt of underemployment falls more heavily on the worker at the margin of professional status, the person who once had access to good jobs but is now downwardly mobile. For example, in 1971, only 4 percent of high school graduates found choice jobs, where 10 years ago the majority of managers and professionals lacked college degrees.

Most conspicuously, the ranks of women are legion in the reserve army of the underemployed. Women, as a group, are overrepresented in some of the most routine jobs in the economy—over 90 percent of all receptionists, secretaries, telephone operators, seamstresses, and stitchers are women. At the same time, women have nearly the same educational qualifications as men. This now leads to the not unusual situation in which a woman secretary will have higher educational credentials than her male boss. It is not surprising, then, that the *Survey of Working Conditions* (by the Survey Research Center, University of Michigan) found that women who hold jobs they consider below what they deserve based on their credentials are one of the most dissatisfied segments of the workforce (along with young blacks).

It was once the case that women were the most docile workers in the labor force—willing to do dull, repetitive, and unchallenging work that men found demeaning. They were undamaged psychologically by these jobs because they identified themselves as mothers and wives, not as blue-collar workers. Work was purely instrumental for the great majority of women—and not a primary source of identity as it was for men.

Today, however, a growing number of women want and expect the same psychological and social rewards from work that men receive—a sense of identity, self-esteem, and mastery (in addition, of course, to being paid as much as men for the same work). That they have largely been denied these satisfactions due to the maldistribution of good jobs has led to the most important and far-reaching social movement of the age. The desire for good jobs—not just any jobs—has become a hallmark of the women's liberation movement. And, as men are finding out, hell hath no fury like that of a woman underemployed.

The market has clearly failed to meet the underemployment problems of such groups as women, the disadvantaged, and subprofessio-

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The Underemployed

(Continued from page 33)

els. Although in one sense there is a general shortage of good jobs, the effects of underemployment are thus distributed differentially across the spectrum of workers, hitting hardest those with personal characteristics that have "low market value"—that is, blacks, women, those with little schooling, old people, young people, and even ugly people. These people do not have a share of good jobs proportionate to their share of human resources (in terms of talent, skills, intelligence, willingness to work, and so forth).

Yet, both a sense of equity and concern for national productivity would seem to argue that intelligent and capable workers should have the most demanding jobs regardless of their other characteristics. It is not only unfair, it harms national economic output to put an intelligent black in a janitorial job merely because he is black, or to deny a talented engineer a promotion because he lacks a PhD.

The market cannot be expected to self-correct and meet these imperfections in its own mechanisms. It was the market, after all, that created the reliance on false credentials. Moreover, a free market works to the benefit of all only when there is great social and economic equality. Thus, the correction of the results of underemployment is a precondition for the market to work. That is, for the market to work, there would have to be greater mobility among jobs, and restrictions that limit the freedom of choice of workers would have to be eliminated—such as discrimination and unequal access to jobs and education.

In addition to discrimination, it seems that another barrier to free play may be placed on the market—a policy of zero economic growth. Little analysis has yet been done on the labor market effects of such a policy, but an educated prediction would be that the effects on underemployment—particularly for blacks and women in the short-run—are likely to be quite negative.

A potential source of societal hostility and tension derives from the fact that women and blacks are asking for good jobs just at the time these jobs are becoming scarce. According to personnel directors in large firms, affirmative action programs are being stalled not by a shortage of qualified workers, but by a shortage of good jobs. Because of the severe downturn in the economy, the economic growth that could have been expected to open up new jobs for minorities and women has all but abated. These new workers now have to go into sometimes bitter competition for jobs with equally qualified men who have been standing in the promotion line for many years.

If national growth is to be limited permanently for environmental reasons, then the labor market will chronically resemble the way it looks during the current period of recession in 1975. Job openings would come about mainly through retirement, not through the creation of new jobs. More basically, zero growth might require a great reduction in federal spending for defense and space—industries that have intensive rates of energy and natural resource usage. These are also industries that have employed great numbers of highly trained workers. Federal spending might increase in such fields as health, welfare, housing, transportation, communications, and education—fields (with the exception of education) that are overwhelmingly composed of middle- and lower-level jobs. Moreover, as the productive and extractive industries were allowed to shrink, and as services were encouraged to grow, national productivity would fall. This would probably create additional problems of unemployment and underemployment.

Perhaps on the positive side, machine labor would be replaced by human labor in some fields, which could create employment (and, in the crafts, might even create some satisfying employment). But replacing machines with humans in agriculture, construction, and clerical work can hardly be viewed as progress toward a more humane world of work. Thus, limits to growth is a wildcard in forecasts about future workforce supply and demand. Just how such trends may affect the nature of education will be taken up in next month's article. ■

Part II will include a bibliography for further reading.

PROFESSOR MANAGEMENT STUDIES

The Navy Civil Engineer Corps Officers School invites applications for an individual who will write and teach short courses in Applied Organization and Management to military professionals, most of whom are graduate engineers.

Requirements include B.A., M.A., in appropriate degree fields; 6 years teaching experience (college level); background in behavioral sciences, U.S. business and labor institutions; demonstrated ability to conceive programs of study (lecture/seminar/workshop/project) adaptable to occupational demands of students.

Starting salary (GS-1712-12) $18,463; periodic increases to $23,998. This position is in the Federal Career Civil Service.

The school is located on the Pacific Coast approximately midway between Santa Barbara and Greater Los Angeles. Free from metropolitan congestion and pollution the immediate area offers versatile recreation in an envied climate. Yet, cultural, educational and entertainment attractions of Los Angeles and Santa Barbara are within an hour's drive.

Comprehensive position description and application form (SF171) available from Commanding Officer, Naval School, Civil Engineer Corps Officers, Port Hueneme, CA 93043. Telephone: (805)982-5855.

Send signed form 171 to Civilian Personnel Office, Naval Construction Battalion Center, Port Hueneme, California (Reference: CECOS 5985) by 15 July 1975.

An Equal Opportunity Employer.

Senator Pell. Related to jobs, we are not doing well at this time; but, going on to the prison question, what are you doing in Maryland with regard to vocational training?

Mr. Leichlider. Well, in the past 2 years we have had two bills introduced in the legislature calling for what they call the 25th school district, and this was to deal primarily with the personnel system, to set up a separate school board and school system for all penal systems. Right now we have 10 different vocational programs. We teach upholstery, auto mechanics, welding, have economics, and what have you, but I think this 25th school program—district, as we call it, has received a lot of attention this year and I think it will pass in the next term.

Senator Pell. What are you doing now?

Mr. Lechleider. Now, I say, we have 10 different vocational programs we are using teaching upholstery, of course, making auto tags, welding, auto mechanics——

Senator Pell. Where else do they make auto tags besides jail?

Mr. Leichlider. The reason why it is there is because they can do it cheaper than any place else. Let us face it.

Senator Pell. But then they could also engage in printing which is a——

Mr. Lechlider. We are, yes, sir.

Senator Pell. We spend a lot of the taxpayers' dollars in printing what is said by the legislators and others, and it could be done much more cheaply.

Mr. Leichlider. We have the opinion that if the Federal Government and State governments spent more money on vocational and technical education and tried to reach the students in school at a younger age, before they decided they did not want to become a lawyer, did not want to become a lawyer or schoolteacher, to give them something they wanted to do at that age, and I think it would reduce your dropouts and then you would not need this money for penal institutions.

We feel it costs more to train a vocational student than an academic student but in the long run we have statistics to prove——

Senator Pell. Of course, it costs even more to keep them in institutions.

Mr. Lechlider. This is why we are so bold now. We have a program and we have a consultant—hired to look into the possibility of putting live-in votec facilities in some State institutions.

Senator Pell. Mr. Kitto.

Mr. Kitto. Yes. In regard to the role of advisory council should be playing in the administration of vocational education the Division of Vocation Education in Minnesota has from time to time requested that we become more involved in the administration, and our contention is—we should play an advisory role and an evaluative role and not get into day-to-day mechanics of operation and it gets down to, in many instances, when we do mix—have some input and say we will recommend you do this or do that, the division of vocational education comes back at us and says, "Fine, we agree with you. Now, you tell us how to do it." And, it is the council's contention we are not to tell them how to do it. They are the guys that should know how to figure out how to do it.

Senator **Pell**. Thank you. Did I interrupt you? I did not mean to.

Mr. **Lechlider**. Fine.

Senator **Pell**. Do you have anything?

Mr. **Carroll**. No.

Senator **Pell**. At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

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May 22, 1975

The Honorable Claiborne Pell
Chairman
Subcommittee on Education
Senate Committee on Labor and
Public Welfare
United States Senate
Washington, D.C. 20510

Re: Vocational Education Legislation

Dear Chairman:

As suggested in your letter of April 24, 1975, we are enclosing for inclusion in the record of hearings on vocational education legislation a statement expressing the views of the College Placement Council on the important issues being considered by your subcommittee as it reviews vocational education legislation.

As you will note the Council is suggesting certain ammendments be made to the Vocational Education Act which would have the effect of extending federal assistance programs in career planning, counseling and placement to students at four-year colleges, including those pursuing a baccalaureate degree. We have not included any proposed specific language changes at this time since we are advised that a comprehensive new bill is being developed which would make it inappropriate to amend existing law to achieve the results we seek. We will be happy, at any time, to provide appropriate language to accomplish these results to be included in any new legislation proposed by you.

Your staff counsel Mr. Stephen Wexler raised the question of whether the College Placement Council is in any way represented by the American Personnel and Guidance Association and whether the views of that association are representative of the views of the College Placement Council.

Honorable Claiborne Pell
May 22, 1975
Page Two

Please be advised that the American Personnel and Guidance Association is in no way connected with the College Placement Council and represents a different constituency, i.e. school guidance counsellors at the primary, secondary and post-secondary level. The College Placement Council is the only national professional organization representing career planning and placement individuals in colleges and universities, in addition to representing their business, industry and government counterparts in the personnel field.

Yours sincerely,

WILKINSON, CRAGUN & BARKER

Paul

By: Paul S. Quinn

STATEMENT OF
ARTHUR R. ECKBERG, PRESIDENT
OF THE COLLEGE PLACEMENT COUNCIL, INC.
BEFORE THE SUBCOMMITTEE ON EDUCATION
OF THE SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
REGARDING
VOCATIONAL EDUCATION LEGISLATION

My name is Arthur R. Eckberg. I am president of the College Placement Council - Bethlehem, Pennsylvania, and Director of Career Planning and Placement at Roosevelt University in Chicago, Illinois.

The Council is a nonprofit educational organization whose members also belong to one or more of seven regional college placement associations throughout the United States.[1/] It is the only national professional organization representing career planning and placement individuals in colleges and universities and their business, industry and government counterparts in the personnel field. Serving about 7,000 practitioners, the Council has approximately 1,600 members representing most of the major business, industrial and governmental employers in the United States, as well as two-year colleges and four-year colleges and universities across the nation.

As President of the College Placement Council, I am here today to urge that you consider extending some of the benefits of the Vocational Education Act to the thousands of four-year college and university students pursuing a baccalaureate degree and now preparing to enter the nation's labor force.

Why are we advocating the extension of federal support to the senior college level at a time when any increased federal spending is being openly questioned? Just a moment of reflection on the recent changes in our labor market and campus environment answers the question. We are faced with a depressed economy and yet a continued national commitment for universal access to higher education. It is tragic that something approaching a million young people are now graduating annually from all four-year colleges and universities with a critical lack of career planning and counseling. Of these, nearly 60 percent are receiving liberal arts degrees each year and leaving the campuses with decreasing hopes of obtaining employment. Even those who do find a job may be woefully underemployed.[2]

United States Bureau of Labor Statistics indicates that among recent college graduates polled in October 1972, 21.4 percent of the men and 19.0 percent of the women were employed, not in the professional fields for which they were qualified, but in clerical, service and other non-professional vocations. As these statistics -- gathered before the current economic slump -- amply illustrate, the day of the college graduate's automatic absorption into the professional world of work is long past. In this situation, it is vital to foster and maintain consistent professional career planning and counseling programs on our campuses which will provide college educated persons with current and adequate information and counseling regarding the labor market.

In addition, the composition of today's college student body includes minority men and women struggling to obtain the priceless passport of a college degree. Through a host of circumstances not of their making, they will in all too many instances confront the necessity of finding employment with inadequate orientation as to career options, thus decreasing the probability of career fulfillment. In many respects, these conditions are similar for a very large number of female college students. Affirmative action programs may prove to be effective in helping to resolve these problems, but only if adequate career planning assistance is also available.

Still further compounding the plight of the four-year students has been the pressure upon college administrators to tighten and in some instances pare budgets. Even though the career planning and placement office has a functional role to play in the students launching upon lifelong career objectives, it has not been spared from the budgetary squeeze at the very time that contributions to the candidate could be most valuable.

Career planning and placement offices of four-year colleges and universities have stretched their limited budgets and resources in an effort to cope with the need for more career planning and counseling. Since the turn of the century, career planning and placement offices have evolved from a simplistic job-seeking activity to one in which the student is progressively encouraged and assisted in self-appraisal, exploration of career options, and ultimate assessment of career and employment options. As career education moves toward reality, student career planning and counseling will become more and more effective.

Already an appreciable number of career planning and placement officers at the four-year level have launched innovative programs, including such elements as the development of group career counseling, the application of computer programs and techniques to refine the job seeking process and expand the market, and the evolution of minority-oriented guidance programs. This is in spite of limited budgets, increasing student requests for assistance and decreasing employment opportunities.

The College Placement Services Organization, founded and fostered by the College Placement Council, has established a continuing program of visitation and training for traditionally black colleges. These services might well be expanded to include a broad range of colleges and universities through the infusion of modest sums of federal dollars.

Research is badly needed for the improvement of future college career counseling programs. The only substantial research to be conducted on the employment and career satisfaction of the graduates of higher education, in the face of the most severe employment imbalances of decades, has been done by the CPC Foundation, another Council affiliate.[3] This has been accomplished on an annual budget which seldom exceeds $25,000 and which requires "piggy-backing" on the data banks of other institutions, due to the lack of funds to launch innovative research of its own. Here again, the infusion of even nominal amounts of federal monies could yield disproportionately rewarding insights.

The importance of vocational planning in the educational process is one which Congress has long recognized. As early as 1917, Congress implemented a grant program to foster vocational education in selected job classifications in public schools. The concept has been consistently expanded until today, under the Vocational Education Act of 1963, federal assistance is available for training and counseling in any occupation not requiring a four-year college degree.

The time has come to end this exclusivity policy and include the college student within the ambit of federal vocational educational assistance. The very concept of an effective career development program in today's terms presupposes a continuum through all levels of formal (including adult) education. To continue to deny federal support for career planning and placement to students in baccalaureate education while providing it to all high school students and even non-degree candidates in post-secondary education would appear to be in opposition to the nation's commitment to career education.

In the present and projected climate of employment, it is obvious that realistic career planning at an early stage is a necessity if college graduates are to find appropriate and satisfy[illegible]nployment. It is equally important that all students be made aware of [illegible] may be available to them upon graduation.

We propose ~~[illegible]~~ that the Vocational Education Act of 1963 be amended to:

1. Extend federal assistance programs in career planning, counseling and placement to include all students at four-year colleges.

2. Provide funding for various innovative programs which could include:

(a) Orientation seminars, conferences, and workshop sessions in career planning and placement. These would include special orientation for women, minorities, handicapped, mid-career job seeking students, and those in continuing education programs.

(b) Career development centers. These centers and career planning and placement offices -- using the latest audio-visual aids and training equipment -- would be designed to bring the jobs to the job seekers and would incorporate the latest materials pertaining to career selection, occupational trends, job markets, decision-making, skills inventory and related matters.

(c) Professional training programs and special courses for career planning and placement counselors and administrators. Here the objective is to provide specialized training for the inexperienced person entering the career planning field; and professional training programs for the experienced practitioner. An exchange program would be designed to bring executives and others from business, industry and government to the college campus; faculty and career planning and placement counselors and administrators would be placed in business, industry and government settings.

(d) Computer models. Provision could be made for funding college and university and other nonprofit organizations to help develop career information and career planning systems. In addition, job and skill identification traits and job search programs might be refined as a means of servicing special employment needs for local communities.

3. Provide funds for colleges, universities and other non-profit organizations to engage in applied career research in areas of direct use to college students and graduates, faculty and administrators of higher education, and employers. Topics could include the factors which influence job satisfaction and career choice, development of effective job descriptions and techniques involving validation of occupational testing with emphasis on the special requirements of minorities.

We urge that the Congress adopt the amendments to the Vocational Education Act of 1963, which we are submitting today. We strongly believe that the time has come for federal assistance to vocational education to be expanded to include the concept of career education, embracing not only vocational-technical education, but also career planning and career counseling for all students of colleges and universities. These amendments would complete the continuum of career education which Congress has established at the lower levels by bringing the essentials of career counseling, planning and placement to the thousands of four-year college students so much in need of these services.

REFERENCES

1. The College Placement Council, Incorporated, is a national confederation of seven regional college placement associations in the U. S., with charter associate representation from Canada. The seven constituent associations include: Eastern College Placement Officers (ECPO), Middle Atlantic Placement Association (MAPA), Midwest College Placement Association (MCPA), Rocky Mountain College Placement Association (RMCPA), Southern College Placement Association (SCPA), Southwest College Placement Association (SWPA), and the Western College Placement Association (WCPA). The Canadian charter associate member is the University and College Placement Association (UCPA) - a national organization. In addition the Council membership also includes two affiliate organizations: The Association for School, College and University Staffing (ASCUS)- a national organization, and the California Community College Placement Association (CCCPA) - a regional organization.

2. Position Statement, The College Placement Council, "Four Year Liberal Arts Graduates -- Their Utilization in Business, Industry and Government. - The Problem and Some Solutions." January 1975.

3. CPC Research Reports include:

"Trends in Academic and Career Plans of College Freshmen", analyzes changes found in the selection of major fields of study, career objectives, and life goals of three different entering freshmen classes: 1966, 1968, 1970.

"Career Plans of College Graduates of 1965 and 1970", examines career plans of graduates in these two years and assesses the changes which occurred between matriculation and graduation. The differences in the plans of men and women are also explored.

"Career Plans of Black and Other Non-White College Graduates," concentrates on the findings pertaining to the non-white population.

"College Graduates and Their Employers - a National Study of Career Plans and Their Outcomes." The career development of two classes of freshmen is followed through the first years of employment to determine how their occupations in 1971 compare with the plans they had expressed while in college.

"The Hard-To-Place Majority - A National Study of the Career Outcomes of Liberal Arts Graduates." A comprehensive assessment of the employment status of liberal arts graduates as compared to graduates in non-liberal arts fields to determine differences in employment outcomes. (To be issued Spring 1975).

"Careers in the Private Sector - A National Study of College Graduates in Business and Industry." Career patterns of men and women in private companies are compared to those of men and women who choose other employment settings. (To be issued Spring 1975.)

The principal investigator and author of the reports is Ann S. Bisconti, research coordinator of University Research Corporation.

SENATE SUBCOMMITTEE ON EDUCATION

HEARINGS ON VOCATIONAL EDUCATION

Statement by Arthur M. Lee
Director, Project Baseline

April 16, 1975

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SENATE SUBCOMMITTEE ON EDUCATION

HEARINGS ON VOCATIONAL EDUCATION

Statement by Arthur M. Lee
Director, Project Baseline

April 16, 1975

Mr. Chairman and Members of the Committee:

When Project Baseline was undertaken three years ago at the request of Congress, it was on the assumption that the States knew more about their vocational education programs than the Federal Government. That assumption was correct. Project Baseline has spent the past three years gathering all of the information we could get from the States and compiling as much as we could of that information in a series of annual and special reports.

The GAO report on vocational education points out that "Congress has observed repeatedly that information about vocational education is inadequate for the purpose of formulating policy and ascertaining whether current programs are working effectively." This is still true, in spite of considerable improvement in the past four or five years.

In 1971 when we began our study, not more than half a dozen States were experimenting with new automated management information systems. Now more than three-fourths of them have such systems in operation or in some stage of development, and some of these systems are capable of processing all of the data needed by either the States themselves or the Federal Government. I mention this not to minimize the problems which remain, but to suggest that progress is being made.

The GAO report has one statement in it which I would like especially to call to your attention. "States administering programs authorized under VEA generally gather only that quantitative information required by OE -- statewide expenditures and numbers of persons enrolled by level (secondary, postsecondary, adult) and instructional category (agriculture, etc)." This, unfortunately, is true even in many States which have good automated information systems. I don't think it would take a great deal of encouragement in the form of some Congressional direction and support to get them to use their capability for more extensive educational data processing, especially in vocational education. The Office of Education, on the other hand, is severely limited by the Office of Management and Budget in what it can collect.

The net result is that information about vocational education programs in a few States is fairly extensive; in many of the others it is less extensive but more than OE requires; in the rest it is only what OE is allowed to require -- all of which adds up to a situation which I believe will call for the assistance of Congress to resolve.

What We Need To Know About Vocational Education

My experience with the Congressional Committees, Federal and State agencies, and advisory councils over a period of nearly ten years suggests a wide divergence of opinion about the need for data. No two States agree, and none of them agree with the U.S. Office of Education. This is true of all educational programs, not just vocational education. Under these circumstances the National Center for Educational Statistics has attempted to compile a common core of data, beginning with the elementary and secondary schools, which I understand contains more than four hundred pages. The trouble with this approach is that, while it includes everything anyone may want to know it also includes far more than anyone wants to collect.

My own approach to vocational education data needs is to list just those items which seem to be necessary for State and Federal agencies (1) to know if the statutory provisions governing Federal support are being carried out, and (2) any additional data logically required for program and financial accountability. In the following list, I have attempted to do this in four parts:

A. Data needed under the Vocational Education Amendments of 1968.

B. Data needed under the proposed Vocational Education Amendments of 1975 (H.R. 3037 and S. 941).

C. Data needed under the proposed Post-secondary Vocational Education Act of 1975 (H.R. 3036 and S. 939).

D. Data logically required for program and financial accountability.

A. Data Needed Under the Vocational Education Amendments of 1968:

1. Accessibility Data. In Sec. 101 of PL 90-576 the stated purpose of the Vocational Education Amendments of 1968 is to assist the States in offering vocational education programs, "so that persons of all ages in all communities . . . will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

Accessibility data, therefore, should identify the principal characteristics of vocational education students in each community (school district) such as sex, ethnic group, disadvantaged, handicapped, grade level, age and career objective; each vocational education program available in each community; current and projected employment opportunities in each community related to vocational education programs (OE code); and some measure of the quality of the program offered.

2. Student Data. In Sec. 122 (a) (4) (A) State grants may be used to provide "vocational education for persons . . . who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program." Sec. 122 (a) (4) (B) includes "vocational education for handicapped persons who because of their handicapping condition cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program."

Sec. 123 (a) (4) (C) under "State Plans" requires that a State must submit annually "a long range program plan /which/ describes the present and projected vocational education needs of the State in terms of the purposes of this title."

Sec. 123 (a) (6) requires that the policies and procedures in the State Plan "assure that . . . (B) due consideration will be given to the relative vocational education needs of all population groups in all geographic areas and communities in the State, particularly persons with academic, socioeconomic, mental, and physical handicaps that prevent them from succeeding in regular vocational education programs."

Student data therefore, should include for each enrollee the local school district (community) vocational program(s) in which enrolled, career objective, sex, ethnic group, disadvantaged, handicapped, grade level, and age.

3. Instructional and Other Professional Personnel Data. Sec. 123(a) authorizes the Commissioner to approve each State's annual plan only if it meets a number of conditions, one of them being that it "(7)

provides minimum qualification for teachers, teacher-trainees, supervisors, directors, and other personnel having responsibility for vocational education in the State and the policies and procedures developed to improve the qualifications of such personnel and to insure that such qualifications continue to reflect a direct relationship with the need for personnel in vocational education programs carried out under the State plan."

Professional personnel data should include, therefore, the category (instructor, supervisor, etc.), occupational program, whether full-time or number of hours per week if part-time, level (secondary, post-secondary, adult), and level of qualification (years of work experience, recentness of work experience, educational preparation, years of teaching experience, State certification and perhaps competency rating in field taught).

4. Financial Data. Under Sec. 122 (a) grants to the States may be used for "(1) vocational education programs for high school students . . . , (2) persons who have completed or left high school . . . (3) persons who have already entered the labor market and who need training or retraining . . . ; (4) (A) persons who have academic, socioeconomic, or other handicaps . . . ; (4) (B) handicapped persons who . . . cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program; (5) construction of area vocational education school facilities; (6) vocational guidance and counseling . . . ; (7) provision of vocational training through arrangements with private vocational training institutions . . . ; and (8) ancillary services /teacher training and supervision, program evaluation, special

demonstration and experimental programs, instructional materials, and improved State administration]."

Sec. 122 (c) provides "(1) That for any such fiscal year the amount used for [disadvantaged vocational education students] . . . shall not be less than 15 percentum" of the total State allotment; "(2) That for any such fiscal year the amount used for [persons who have completed or left high school] shall not be less than 15 percentum of the total allotment of such funds for each State;" and "(3) At least 10 percentum of each State's allotment of funds . . . shall be used only for [handicapped vocational education students]."

Sec. 123 (a) (5) (B) authorizes the Commissioner to approve a State's annual plan if it describes the "allocation of Federal and State vocational education funds to programs, services, and activities to be carried out under the State plan during the year for which Federal funds are sought (whether or not supported with Federal funds) under this title;" and (6) assures that due consideration will be given to (A) the results of periodic evaluations of programs "in the light of information regarding current and projected manpower needs . . . ," (B) "relative vocational education needs of all population groups in all geographic areas and communities in the State," (C) "the relative ability of particular local educational agencies in the State, particularly those in economically depressed areas and those with high rates of unemployment, to provide the resources necessary to meet the vocational education needs . . . ," and (D) the cost of the programs, services, and activities provided by local educational agencies which is in excess of the cost which may be normally attributed to the cost of education in such local educational agencies."

Sec. 123 (a) (11) authorizes the Commissioner to approve a State's annual plan if it "provides assurance that Federal funds . . . will be so used as to supplement, and to the extent practical, increase the amount of State and local funds that would in the absence of such Federal funds be made available . . . ."

Sec. 123 (a) (12) authorizes the Commissioner to approve a State's annual plan if it "sets forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State (including such funds paid by the State to local educational agencies) under this title."

Sec. 123 (a) (16) (A) authorizes the Commissioner to approve a State's annual plan if it "provides that grants . . . shall be allocated within the State to areas of high concentration of youth unemployment and school dropouts."

Altogether there are eleven separate authorizations for funds under the Vocational Education Amendments of 1968. These are for (1) Parts B and C (grants to the States with a percentage designated for research and training), (2) disadvantaged vocational education students (two years of additional funds), (3) National and State advisory councils, (4) exemplary programs and projects, (5) residential vocational education demonstration facilities in the States, (6) grants to reduce borrowing costs for schools and dormitories, (7) consumer and homemaking education, (8) cooperative vocational education programs, (9) work study programs for vocational education students, and (10) curriculum development.

Financial data should, therefore, include expenditures at the State level and by each local school district for each of the above purposes, and for each instructional program, service, or activity; and the sources of funds expended, whether Federal or State/local.

B. Data Needed Under the Proposed Vocational Education Amendments of 1975.

1. Accessibility data. Sec. 101 of HR 3037 and S. 941, the "Declaration of Purpose", contains the same provisions as in the Amendments of 1968, with two additions: "stipends to out-of-school youth and young adults, and adults who need financial assistance to obtain such education to improve their employability," and "career guidance and exploration to make an occupational choice."

   Accessibility data would thus be the same as under the 1968 Amendments, with addition of data identifying career guidance and exploration in each community (elementary, secondary, and post-secondary school or district), and economic status (need for financial assistance) as a student characteristic.

2. Student data. Sec. 133 (b) provides that grants for State vocational education programs may be used for (A) "high school students," (B) "persons who have completed or left high school and who are available for study in preparation for entering the labor market," (C) "persons who have already entered the labor market and who need training or retraining . . . ," (D) "persons . . . who have academic, socioeconomic, or other disadvantages which prevent them from succeeding in the regular vocational education program" and "handicapped persons who because of their handicapping condition cannot succeed without assistance or who require a modified vocational education program."

   Student data need not be as detailed as under the Vocational

Education Amendments of 1968, since both the spending categories and provisions in the State plans are permissive rather than mandatory. Detailed data will be suggested below, however, under requirements for program and financial accountability.

3. Instructional and Other Professional Personnel Data. H.R. 3037 and S. 941, the proposed Vocational Education Amendments of 1975 contain provisions for teacher education, both preservice and inservice, in Sec. 142, and for leadership development for non-instructional personnel under Sec. 154. Again, the uses of these funds are broadly defined and require no specific data on persons affected. This proposed legislation has no requirement, as the 1968 Amendments have, that improving the qualifications of vocational education personnel must be included in each State plan. Professional personnel data, therefore, would not be needed to know if the law were being observed. However, program and financial accountability would suggest that certain data should be made available, and these will be described under the following section.

4. Financial Data. Detailed requirements regarding Federal and State vocational education expenditures, such as minimum percentages for certain purposes, are omitted from the proposed Vocational Education Amendments of 1975. Distribution of funds is also permissive rather than mandatory.

There are thirteen separate authorizations for funds. These are for (1) the National Advisory Council, (2) State advisory councils, (3) State planning and accountability, (4) career guidance and exploration, (5) vocational education program support, (6) teacher education, (7) placement and follow-up, (8) student support,

(9) leadership and development awards, (10) research and training, (11) curriculum development, (12) exemplary programs and projects, and (13) institutes and leadership education for administrators, educational boards, and other public groups.

Financial data should include, therefore, expenditures, preferably at both the State and local levels, for each of the above purposes; and the sources of funds used, whether Federal or State/local. Financial aid program accountability would require additional data, which will be described under that designation.

C. Data Needed Under the Proposed Post-secondary Vocational Education Act of 1975:

1. Accessibility Data. This proposed legislation would retain the Statement of Purpose in Sec. 101 of the Vocational Education Amendments, amended only to include the words "and occupational" after "vocational" each time it appears. Accessibility data should, therefore, be the same as noted in the previous section under Vocational Education Amendments of 1968.
2. Student Data. The only reference to a requirement making vocational or occupational data available to particular groups of persons is found in Sec. 127 (a) (4). This provision authorizes the Commissioner to approve a State plan for occupational education only if due consideration is given (B) "to the relative occupational needs of all groups in the State, particularly persons with academic, socioeconomic, mental, language, and physical handicaps," (C) "to the occupational education needs of areas of the State with relatively high unemployment rates and otherwise depressed," and (D) "to the training needs of older persons in need of employment including elderly persons engaged in voluntary service."

Student data, therefore, should also be the same as under the Vocational Education Amendments of 1968, except that career objectives should be changed to employment or other objectives.

3. Instructional and Other Professional Personnel Data. The proposed "Post-secondary Vocational Education Act of 1975" retains paragraph (7) of Sec. 123 (a) of the Vocational Education Amendments of 1968.

   Instructional and other professional personnel data, therefore, should be the same as noted in the previous section under the Vocational Amendments of 1968.

4. Financial Data. The principal difference between allocation and expenditure provisions of the proposed "Post-secondary Vocational Education Act of 1975" and the 1968 Amendments is in a three-way division of each State's basic grant. Forty percent would go to the State educational agency for vocational education through grade 12, forty percent to the State 1202 Commission for occupational education in post-secondary institutions, and twenty percent to one or the other agency as determined by a State Board for Allotment of Federal Vocational Funds appointed by the Governor.

   Financial data should, therefore, be the same as under the 1968 Amendments, with the addition of the above categorical identity of expenditures.

D. Data Logically Required for Program and Financial Accountability:

1. Student Data. In addition to data already noted, there should be completion, placement, and follow-up data for each student. Student identity need not and should not be included, merely individual data in numbered files with local school districts or State agencies retaining the key which relates file numbers to actual persons.

It is important in accounting for the programs offered and funds spent to know not only how many students completed each program but who these students were in terms of their individual characteristics. The same is true of those who were employed. Then it is possible to know if particular programs are more or less successful in preparing males or females for employment, persons of one ethnic group or another, disadvantaged, handicapped, or normal, secondary, post-secondary, or adult students, and in one or another age bracket. It is also possible to know which combinations of these characteristics may be better suited for one occupational program or another.

Accountability for programs offered and funds spent cannot be made solely on the basis of completions and employment, however. Additional data are needed. These can be obtained only in a follow-up of individual students, either all of those who have completed or dropped out of vocational education programs, or a stratified random sample.

Two additional kinds of data are needed about students if vocational education programs are going to be assessed according to their purpose and according to the relative ability to students in different programs and different communities to benefit from the training offered. One of these is the purpose a student has in enrolling in the program, and this can be identified under the three basic purposes of the 1968 Amendments: to explore vocational skill training, to prepare for skilled or semi-skilled employment, or to supplement previous training by acquiring new or additional skills. The other is some measure of each student's ability to learn, such as grade point average or class rank.

Student data should, therefore, include sex, age, ethnic group, handicapped or disadvantaged, program completed or from which left, purpose (exploratory, preparatory, supplemental), grade point average or class rank, employment status (full-time in field for which trained, part-time, unemployed seeking work, unemployed not seeking work, full-time in field other than that for which trained, (continuing education), opinion of vocational training, and earnings.

2. Program and Financial Data. There are two glaring omissions in most educational data available at all levels, which are essential if not critical in accounting for the programs offered and funds spent. These are the clock hours of instruction in each course, and the actual expenditures for each course both direct and indirect. With these data the incremental cost of vocational education can be determined as required under the 1968 Amendments as well as the cost per program in different schools, geographic areas, and States. Cost efficiency ratios and cost benefit studies can be made using each of the student and program variables by which these data can be tabulted.

Program and financial data needed, then, are for each program, the kind of instruction (institutional, cooperative, or work experience), sources of funds used and amounts of each, direct and indirect costs (actual expenditures, including pro rata institutional expenditures for space, utilities, administration, etc), purpose (exploratory, preparatory, supplementary), grade level, and clock hours of instructional time.

3. Uniform Definitions. Accountability depends in large part on knowing what the data mean that are being reported. Accountability at the local school level requires only that student, course, financial and other data are uniform within the school. School district accountability requires uniform definitions throughout the district. State accountability requires uniform data from all school districts, and Federal accountability requires national uniformity in reporting the same kinds of data.

Project Baseline has discussed this need in each of its first three national reports. In Part 1 of the third year report a set of definitions of terms most often used in data collection are suggested. Nationally the existing situation in vocational education is just short of complete chaos. We have literally fifty-six different sets of criteria used to identify the product of vocational education programs and expenditures.

E. Summary of Data Needed: In summarizing the vocational education data needed under the Vocational Education Amendments of 1968, in two of the proposed vocational education bills now before Congress, and what are logically required for program and financial accountability, I will follow essentially the categories used under each of these headings in the preceding sections of this statement but with some consolidation. In the preceding sections I have identified four kinds of data needed: (1) accessibility data; (2) student data; (3) instructional and other professional personnel data; and (4) financial data.

In the summary below, accessibility data are included in the student and program categories. Financial data are included also in the program category, leaving only three: (1) student, (2) program, and (3) professional personnel.

1. Student Data.

   Annual unduplicated enrollment, completion, placement and follow-up within each local community (school district) for each occupational program by sex, ethnic group, age, grade level, grade point average, disadvantaged or handicapped, and purpose (exploratory, preparatory, supplemental); with earnings and student evaluation of the vocational education program included in follow-up.

2. Program Data.

   Programs offered (OE Code) in each community (local school district); and for each program the kind of instruction (institutional, cooperative, work experience), sources of funds (State and local, Federal VE Part B, etc.), grade level, clock hours of instruction, direct and indirect expenditures.

3. Professional Personnel.

   Numbers of vocational education teachers, teacher-trainees (preservice and inservice), supervisors, directors, and other professional personnel (totals, part-time, and full-time equivalent) in each occupational program (OE Code) by category, grade level, age, sex, years of work experience in teaching field, recentness of work experience, educational preparation, years of teaching experience (full-time equivalent), State certification, and if possible skill competency rating in teaching field.

A fourth category of data clearly needed under the 1968 Amendments and in both of the proposed measures before Congress, as well as for accountability, is employment market demand. This, hopefully, can be supplied by the U.S. Department of Labor, but it has to be supplied by vocational education occupational codes and for each county or other geographic subdivision in each State. These data must be available for the current year, and on the basis of one- and five-year projections.

All data must be based on nationally standardized definitions, flexible enough to allow each State to develop its own programs to serve its own vocational education needs, but with enough uniformity that data about students, costs, and instruction mean basically the same things in every State.

What We Know About Vocational Education

Virtually the only national data we have about students, professional personnel, programs or finances are totals. We know the total number of students enrolled in each State; the total number enrolled in each course or occupational area; the number in secondary, post-secondary, and adult programs; the number of adults in preparatory, supplemental, and apprenticeship programs; the number of disadvantaged and handicapped at each level; the number in cooperative education in each occupational area or course; the number of work study students at each level; and the total number of students enrolled in industrial arts, volunteer fireman, group guidance, pre-post-secondary and remedial programs at each level.

We know the number who completed their programs or left early with job entry skills by level and occupational program; the number continuing their education; those who are available or not available for work at each level and in each occupational area; the number employed in the field for which they were trained or in other fields at each level and in each occupational area;

the number unemployed who are seeking work at each level and in each occupational area, and the total disadvantaged and handicapped who completed their programs, are continuing their education, or are employed or unemployed.

We know the number of programs offered in each State by OE Code; we know the total expenditures for vocational education from Federal and/or State/local sources by level and legislative purpose; we know ancillary expenditures, carryover, unpaid obligations, contracted instruction, and disadvantaged and handicapped expenditures from Federal and/or State/local funding; the total expenditures for guidance and counseling by legislative purpose; and construction costs by level from Federal and/or State/local funds.

We know the total number of vocational teachers in each occupational area (agriculture, distributive education, technical education, trade and industrial, etc) by full-time equivalency at the secondary and post-secondary levels and by the number teaching full-time or part-time at the adult level; the number of administrative personnel serving full- or part-time at each level; the total number of teacher-trainees in preservice and inservice for each occupational area; the number of teachers and teacher-trainees in group guidance, disadvantaged, handicapped, remedial, exemplary, and Part G cooperative education; and teacher-trainees for each area who are completing State plan requirements.

In addition, however, thirty-eight States had some components of a computerized management information system in operation in 1974, and eight others were in some stage of developing such a system; and these States either have or are capable of having a considerable amount of additional data about their vocational education students, programs, and professional personnel.

Twenty-six States can now relate enrollment, follow-up, instructional personnel, and cost data with one or more of the other categories in their automated management information systems.

Twenty-two States collect student data by individual student, and can relate any of the student characteristics with each of the others.

Thirty States collect more data about their students, programs, or professional personnel than OE requires, and thus already know more about vocational education in their States than is known by the Federal Government.

To be more specific, I am identifying each State which collects each of the separate data elements listed above in the summary of data needed. These have been restated below in a way that identifies each of them separately. There are thirty-eight altogether. Following each element is the list of States that to the best of our knowledge at this time are collecting that data element. The lists are not entirely complete because the Project Baseline staff is still receiving and entering this information in our tabulations, and they have not been verified by the States themselves. However, they should be reasonably accurate, and will be verified before published in our fourth annual report.

The first two items under each of the kinds of data are: (1) Does the State collect more data than simply the totals required by the Office of Education, and (2) Does the State collect individual data? The remaining items are data to be identified only if the States are collecting individual data. Under student data, thirty States do collect more data then required on the Federal forms, and twenty-two collect individual student enrollment data. Twenty-nine collect individual student follow-up data.

There are twenty separate student data items listed. All twenty-nine States collect one of these, whether a student in the follow-up is disadvantaged or handicapped. Twenty-one collect the OE Code number of the occupational program in which each student is enrolled. Nineteen collect disadvantaged, handicapped, cooperative, work study, or regular status for each student.

Seventeen collect the sex identity of each student enrolled, and of each student followed up. Fifteen States get each student's evaluation of the vocational education received in the follow-up; fourteen get ethnic group identity in the follow-up; and ten get a grade point average or class rank for each student in the follow-up.

Ten States include the grade level of each vocational education student enrolled. Eight include the local school district identity in the follow-up. Seven include the student's age, both in their enrollment data and in their follow-up data. Seven States also include the grade point average or class rank of each student enrolled. There are three student data items about which we have no knowledge as to whether the States are collecting them, but we are in the process of finding out.

Thirty-three States collect more information about their vocational education programs than they are required to report to the Federal Government. There are six data items needed about individual courses, and twenty States collect one of these -- the type of class (cooperative or regular). Eight get the individual programs offered in each school district by the OE occupational code; ten get the number of contact hours each course meets; and five include grade level. We do not yet know how many States are collecting cost data or source of funds for each course.

Twenty-one States collect more data about their professional personnel than the U.S. Office of Education requires. Twenty-two States collect individual personnel data. All of these include the individual's category (teacher, administrator, etc.), and grade level. Thirteen collect the age, sex, years of work experience in teaching field, and number of years of teaching experience. There are five items of personnel data about which we have no information at this time.

Table 1

Status of Vocational Education
Data Collection
April, 1975

I. Student Data

1. States collecting more data than total required by OE.* TOTAL 30

AR AL AZ CA CO FL HI IL IA KS KY MD MI MN MS MO NV NJ NY NC OH OK OR PA TN TX VT VA WA WV

2. States collecting individual student data. TOTAL 22

AZ CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV WI PR

3. States collecting individual student data by OE Code of program in which enrolled, or occupational objective.* TOTAL 21

AZ CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV WI

4. States collecting individual student data by purpose of enrollment (exploratory, preparatory, supplemental).

UNKNOWN

5. States collecting individual student data by sex.* TOTAL 17

AZ CO FL HI KY MD MO NV NM NY OK OR PA TN TX WV WI

6. States collecting individual student data by ethnic group.* TOTAL 14

AZ CO FL KY MD MO NV NY OK OR PA TN TX WV

7. States collecting individual student data by age.* TOTAL 7

CO HI KY MD NV PA TN

8. States collecting individual student data by grade level.* TOTAL 10

CO FL HI MS MO NV OK OR PA TN

*Puerto Rico is unknown.

9. States collecting individual student data by grade point average or class rank.* TOTAL 7

HI KY MO NV PA TN WV

10. States collecting individual student data by disadvantaged status.* TOTAL 19

AZ CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA

11. States collecting individual student data by handicapped status.* TOTAL 19

[illegible] CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA

12. States collecting individual student data by cooperative or work study status.* TOTAL 19

AZ CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA

13. States collecting more individual follow-up data than totals required by OE.* TOTAL 22

AZ AR CO FL HI KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV WI

14. States collecting individual follow-up information either through following up of each student or using a stratified random sample.* TOTAL 29

AZ AR CO CA FL HI KS KY MD MA MI MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV WI

15. States collecting individual follow-up information by OE Code of program completed or occupational objective, either through follow-up input or through matching with student files.* TOTAL 29

AZ AR CA CO FL HI KS KY MD MA MI MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV WI

16. States collecting individual follow-up data by purpose (exploratory, preparatory, supplemental).

UNKNOWN

17. States collecting individual follow-up data by local school district identity (by code or name).* TOTAL 8

AZ CO HI PA TN WA WV WI

*Puerto Rico is unknown.

18. States collecting individual follow-up data by sex.* TOTAL 17

AZ CO FL HI KY MD MO NV NM NY OK OR PA TN TX WV WI

19. States collecting individual follow-up data by ethnic group.* TOTAL 14

AZ CO FL KY MD MO NV NY OK OR PA TN TX WV

20. States collecting individual follow-up data by age.* TOTAL 7

CO HI KY MD NV PA TN

21. States collecting individual follow-up data by grade point average or class rank.* TOTAL 10

CO FL HI MS MO NV OK OR PA TN

22. States collecting individual follow-up data by disadvantaged or handicapped.* TOTAL 28

AZ AR CA CO FL HI KS KY MD MA MI MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV WI

23. States collecting individual follow-up data by earnings.

UNKNOWN

24. States collecting individual follow-up data by student evaluation of Vocational Education training received.* TOTAL 15

AZ CO HI KY MD MI MN MT NY OK PA TN VA WV WI

II. Program Data

1. States collecting more data than totals required by OE.* TOTAL 33

AL AZ AR CA CO CT DE FL HI IL IN IA KS KY MD MN MS MO NH NM NC OH OK OR PA RI TN TX UT VA WA WV WI

2. States collecting individual course data by programs offered in each school district by OE Code.* TOTAL 8

AZ CO HI OH PA TN WV WI

*Puerto Rico is unknown.

3. States collecting individual course data by grade level.* TOTAL 5
CO
HI
OH
PA
TN

4. States collecting individual course data by contact hours.* TOTAL 10
CO
FL
HI
MD
NV
NM
NY
OH
PA
WI

5. States collecting individual course data by type of course (cooperative or classroom only).* TOTAL 20
AZ
AR
CO
FL
HI
KY
MD
MO
NV
NM
OH
OK
OR
PA
RI
TN
TX
WA
WV
WI

6. States collecting individual course data by expenditures which includes both direct and indirect cost of each course.
UNKNOWN

7. States collecting individual course data by sources of funds for each course (State/local, VE Part B, etc.).
UNKNOWN

III. Professional Personnel Data

1. States collecting more than totals required by OE.* TOTAL 21
AL
AZ
CO
FL
GA
HI
IN
IA
MD
MS
NH
OH
OK
OR
PA
RI
TN
TX
WA
WV
WI

2. States collecting individual personnel data.* TOTAL 22
AZ
CA
CO
FL
HI
IA
KY
MD
MA
MO
MT
NV
NM
NV
OH
OK
OR
PA
TN
UT
VT
WV

3. States collecting individual personnel data by category (teachers, teacher-trainees, administrators, director, etc.)* TOTAL 22
AZ
CA
CO
FL
HI
IA
KY
MD
MA
MO
MT
NV
NM
MY
OH
OK
OR
PA
TN
UT
VT
WV

4. States collecting individual personnel data by a percent of full time in Vocational Education assignment.
UNKNOWN

5. States collecting individual personnel data by grade level of Vocational Education assignment.* TOTAL 22
AZ
CA
CO
FL
HI
IA
KY
MD
MA
MO
MT
NV
NM
NY
OH
OK
OR
PA
TN
UT
VT
WV

*Puerto Rico is unknown.

6. States collecting individual personnel data by age.* TOTAL 13

AZ
CO
FL
HI
MD
MO
NV
OH
OK
OR
PA
TN
WV

7. States collecting individual personnel data by sex.* TOTAL 13

AZ
CO
FL
HI
MD
MO
NV
OH
OK
OR
PA
TN
WV

8. States collecting individual personnel data by years of work experience in teaching field.* TOTAL 13

AZ
CO
FL
HI
KY
MD
MO
OH
OK
OR
PA
TN
WV

9. States collecting individual personnel data by number of years since last work experience in teaching field.

UNKNOWN

10. States collecting individual personnel data by college degree and number of graduate hours of study since most recent degree.

UNKNOWN

11. States collecting individual personnel data by number of years (full time equivalent) of teaching experience.* TOTAL 12

AZ
CO
FL
HI
KY
MD
MO
OK
OR
PA
TN
WV

12. States collecting individual personnel data by State certification.

UNKNOWN

13. States collecting individual personnel data by skill competency rating in teaching field.

UNKNOWN

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*Puerto Rico is unknown.

What We Do Not Know About Vocational Education

While we have various total figures of vocational education students, programs, and professional personnel, we do not know the relationships between them in most States or at the national level. For example, we know the total number of students enrolled in each course or occupational area; the number in secondary, post-secondary, and adult programs; and the number who completed their programs or left early with job level skills. But we do not know the number of students enrolled in a particular course or occupational program -- welding, for example -- at the secondary level who complete the program or leave early with job entry skills. Nor do we know the number who drop out of any particular program or at any level, or whether they are disadvantaged or handicapped.

In the same way we know the total number of vocational education programs offered in each State by OE Code, and the total expenditures by level and legislative purpose, but we do not know in most States or at the national level the cost of each program. Thus it is extemely difficult if not impossible to know "the cost of the programs, services, and activities provided by local educational agencies which is in excess of the cost which may be normally attributed to the cost of education in such local educational agencies." This is information, as noted earlier, which the Vocational Education Amendments require "due consideration" be given to in each State plan before the Commissioner is authorized to approve it.

The same situation exists with professional personnel. We know the total number of teachers in each of eight broad categories such as agriculture, and the total number teaching disadvantaged or handicapped, but not the number teaching disadvantaged or handicapped students in agriculture. These are just examples. The major problem is that while such additional data can be collected by totals in each State, the specific totals needed must be requested from the local schools and providing them would be an added burden. As far as I know, Ohio is the only State attempting to do this on a broad scale, and only with student data. Program and professional personnel data are collected individually in Ohio but student data are collected as classroom totals.

The way to know specifically which data elements we do not have is to reverse the preceding lists of States that are collecting each of the data elements needed and show the ones that are not. Thus we see that twenty-two States do not know which students being followed up are disadvantaged or handicapped. Twenty-nine (omitting Ohio) do not know the occupational program (OE Code) in which each student is enrolled. Thirty-two cannot identify vocational education students who are disadvantaged, handicapped, or in cooperative or work study programs.

Thirty-four States have no information about the sex of individual students. Thirty-six do not get individual student evaluations of their vocational education in the followup. Thirty-seven have no information about the ethnic identity of individual students being followed up; and forty-one do not know the grade point average or class rank of such students.

Forty-one States have no knowledge of the grade levels at which individual students are enrolled in vocational education programs. Forty-three do not know the local school in which individuals being followed up had their training. Forty-four have no information about the grade point average or class rank of former vocational education students being followed up.

Thirty-one States do not collect individual course data about the kind of class -- cooperative work experience or regular. Forty-three States do not know the occupational identity (OE Code) of the individual vocational education programs in each local school district. Forty-one States do not know the number of contact hours each course meets.

Twenty-nine States do not have individual professional personnel data which includes category (teacher, administrator, etc) or grade level in the case of teachers. Thirty-eight have no information about the age, sex, years of work experience in their teaching fields, or number of years of teaching experience of individual vocational educators.

Table 2
Status of Vocational Education
Data Collection
April, 1975

I. Student Data

1. States collecting only data required by OE.* TOTAL 21

AK CT DE DC GA ID IN LA ME MA MT NB NH NM ND RI SD SC UT WI WY

2. States not collecting individual student data. TOTAL 30

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WY

3. States not collecting individual student data by OE Code of program in which enrolled, or occupational objective.* TOTAL 30

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MN MI MS NE NH NJ NC ND OH SC SD UT VT VA WY

4. States not collecting individual student data by purpose of enrollment (exploratory, preparatory, supplemental).*

UNKNOWN

5. States not collecting individual data by sex.* TOTAL 34

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NH NJ NC ND OH RI SC SD UT VT VA WA WY

6. States not collecting individual student data by ethnic group.* TOTAL 37

AL AK AR CA CT DE DC GA HI ID IL IN IA KS LA ME MA MI MN MS MT NE NH NJ NM NC ND OH RI SC SD UT VT VA WA WI WY

*Puerto Rico is unknown. Ohio does not collect individual student data, but does collect student data by OE Code.

7. States not collecting individual student data by include age.*
TOTAL 44
AL AK AZ AR CA CT DE DC FL GA ID IL IN IA KS LA ME MA MI MN MS MO MT NE NH NJ NM NY NC ND OH OK OR RI SC SD TX UT VA VT WA WV WI WY

8. States not collecting individual student data by grade level.*
TOTAL 41
AL AK AZ AR CA CT DE DC GA ID IL IN IA KS KY LA ME MD MA MI MN MT NE NH NJ NM NY NC ND OH RI SC SD TX UT VT VA WA WV WI WY

9. States not collecting individual student data by point average or class rank.* TOTAL 44
AL AK AZ AR CA CO CT DE DC FL GA ID IL IN IA KS LA ME MD MA MI MN MS MT NE NH NJ NM NY NC ND OH OK OR RI SC SD TX UT VT VA WA WI WY

10. States not collecting individual student data by disadvantaged status.*
TOTAL 32
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WV WI WY

11. States not collecting individual student data by handicapped status.*
TOTAL 32
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WV WI WY

12. States not collecting individual student data by coop. or work study status.* TOTAL 32
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WV WI WY

13. States not collecting individual follow-up information either through following up each student or using a stratified random sample.*
TOTAL 29
AL AK CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WY

14. States collecting only the totals required by OE on individual follow-up.*
TOTAL 32
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WV WI WY

15. States not collecting individual follow-up by OE Code of program completed or occupational objective, either through follow-up input or through matching with student files.* TOTAL 32
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MI MN MS NE NH NJ NC ND OH SC SD UT VT VA WV WI WY

*Puerto Rico is unknown.

16. States not collecting individual student follow-up by purpose (exploratory, preparatory, supplemental).*

UNKNOWN

17. States not collecting individual student follow-up by local school district identity (by code or name).* TOTAL 43

AL AK AR CA CT DE DC FL GA ID IL IN IA KS KY LA ME MD MA MI MN MS MO MT NE NV NH NJ NM NY NC ND OH OK OR RI SC SD TX UT VT VA WY

18. States not collecting individual student follow-up by sex.* TOTAL 34

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NH NJ NC ND OH RI SC SD UT VT VA WA WI

19. States not collecting individual student follow-up by ethnic group.* TOTAL 37

AL AK AR CA CT DE DC GA HI ID IL IN IA KS LA ME MA MI MN MS MT NE NH NJ NM NC ND OH RI SC SD UT VT VA WA WI WY

20. States not collecting individual student follow-up by age.* TOTAL 44

AL AK AZ AR CA CT DE DC FL GA ID IL IN IA KS LA ME MA MI MN MS MO MT NE NH NJ NM NY NC ND OH OK OR RI SC SD TX UT VT VA WA WV WI WY

21. States not collecting individual student follow-up by grade point average or class rank.* TOTAL 41

AL AK AZ AR CA CT DE DC GA ID IL IN IA KS KY LA ME MD MA MI MN MT NE NH NJ NM NY NC ND OH RI SC SD TX UT VT VA WA WV WI WY

22. States not collecting individual student follow-up by disadvantaged or handicapped. TOTAL 23

AL AK CT DE DC GA ID IL IN IA LA ME NE NH NJ NC ND OK SC SD UT VT WY

23. States not collecting individual student follow-up by earnings.

UNKNOWN

24. States not collecting individual student follow-up by student evaluation of VE training received.* TOTAL 36

AL AK AR CA CT DE DC FL GA ID IL IN IA KS LA ME MA MS MO NE NV NH NJ NM NC ND OK OR RI SC SD TX UT VT WA WY

*Puerto Rico is unknown.

II. Program Data

1. States collecting only data required by OE.* TOTAL 18
AK ID MA NE NY SD
DC LA MI NV ND VT
GA ME MT NJ SC WY

2. States not collecting individual course data which do not include programs offered in each school district by OE Code.* TOTAL 43
AL CA DC ID IA LA MA MS NE NJ NC OR SD VT WY
AK CT FL IL KS ME MI MO NV NM ND RI TX VA
AR DE GA IN KY MD MN MT NH NY OK SC UT WA

3. States not collecting individual course data by grade level.*
TOTAL 46
AL AR DE GA IN KY MD MN MT NH NY OK SC UT WA WY
AK CA DC ID IA LA MA MS NE NJ NC OR SD VT WV
AZ CT FL IL KS ME MI MO NV NM ND RI TX VA WI

4. States not collecting individual course data by contact hours.*
TOTAL 41
AL AR DE ID IA LA MI MO NH ND RI TN VT WV
AK CA DC IL KS ME MN MT NJ OK SC TX VA WY
AZ CT GA IN KY MA MS NE NC OR SD UT WA

5. States not collecting individual course data by type of course (cooperative or classroom only). TOTAL 31
AL CT GA IN LA MI MT NJ ND UT WY
AK DE ID IA ME MN NE NY SC VT
CA DC IL KS MA MS NH NC SD VA

6. States not collecting individual course data by expenditure data which includes indirect cost of each course.
UNKNOWN

7. States not collecting individual course data by sources of funds for each course (State/local, VE Part B, etc.).
UNKNOWN

III. Professional Personnel Data

1. States collecting only the totals required by OE.* TOTAL 30
AK CT ID KY MA MO NV NY SC VA
AR DE IL LA MI MT NJ NC SD VT
CA DC KS ME MN NE NM ND UT WY

2. States not collecting individual personnel data. TOTAL 29
AL CT GA IN ME MS NJ RI TX WI
AK DE ID KS MI NE NC SC VA WY
AR DC IL LA MN NH ND SD WA

*Puerto Rico is unknown.

3. States not collecting individual personnel data by category (teacher, teacher-trainee, supervisor, director or other). TOTAL 29

AL AK AR CT DE DC GA ID IL IN KS LA ME MI MN MS NE NH NJ NC ND RI SC SD TX VA WA WI WY

4. States not collecting individual personnel data by hours per week or percent of full-time in vocational education assignment.

UNKNOWN

5. States not collecting individual personnel data by grade level of vocational education assignment. TOTAL 29

AL AK AR CT DE DC GA ID IL IN KS LA ME MI MN MS NE NH NJ NC ND RI SC SD TX VA WA WI WY

6. States not collecting individual personnel data by age.* TOTAL 38

AL AK AR CA CT DE DC GA ID IL IN IA KS KY LA ME MA MI MN MS MT NE NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY

7. States not collecting individual personnel data by sex.* TOTAL 38

AL AK AR CA CT DE DC GA ID IL IN IA KS KY LA ME MA MI MN MS MT NE NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY

8. States not collecting individual personnel data by years of work experience in teaching field.* TOTAL 38

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NV NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY

9. States not collecting individual personnel data by number of years since last work experience in teaching field.

UNKNOWN

10. States not collecting individual personnel data by college degrees and number of graduate hours of study since most recent degree.

UNKNOWN

11. States not collecting individual personnel data by number of years (full-time equivalent) of teaching.* TOTAL 39

AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NV NH NJ NM NY NC ND OH RI SC SD TX UT VT VA WA WI WY

12. States not collecting individual personnel data by State certification.

UNKNOWN

13. States not collecting individual personnel data by skill competency rating in teaching field.

UNKNOWN

*Puerto Rico is unknown.

Why We Do Not Know What Needs to Be Known About Vocational Education

The reason is not that the data are too difficult to collect, or that to do so is too expensive. The number of States already collecting most of the data elements needed establishes the feasibility of doing so. Moreover, the rapid growth of automated vocational management information systems during the past four or five years, and improvements being added continually, seem to be a clear indication that the States are capable of supplying this information to the Federal government.

They do not do so primarily for one reason: it is not required of them. This is not necessarily the fault of the U.S. Office of Education. The Office of Management and Budget has virtually frozen the data which may be collected from the States, and in fact reduced the number of elements within the past two or three years by eliminating some of the most critically needed information that was being collected.

I refer specifically to the elimination of enrollment data by sex and ethnic identity, and the elimination of employment data by occupational code. The latter action has made completely impossible any national information on the impact of vocational education on the employment market, except through costly surveys which can almost never measure changes from one year to the next or over any given period of time.

While the inability of the U.S. Office of Education to require the States to collect the data appears to be the most formidable problem, it is not the only one. Individual student and professional personnel data, as well as program data cannot be collected and tabulated by hand. It is a job the size of which, if nothing else, calls for automatic data processing by computer.

Another reason for using computers is that the data obtained in this way are almost invariably more accurate than those from hand reporting systems. Project Baseline has found in every State that I recall in the past three and one-half years that data reported the first year from a newly installed computerized system showed wide variations from the preceding year.

All but fourteen States are now using automation in one or more of their vocational education reporting subsystems. Eight of the fourteen are getting ready to do so. This still leaves six States. And many of those using some automation have portions of their systems still being operated manually.

Another problem, and a major one, is lack of uniformity of data being reported. Thus when California or Arizona or Illinois report the number of their vocational education enrollments, they mean every person they could identify who was enrolled in a vocational education course during the year. When Pennsylvania or Ohio or New York report the number of their vocational education enrollments, they mean the number who were enrolled in a sequence of courses identified as a vocational education program. The head count, as you can see, will be considerably greater in the former than in the latter.

The same problem appears in reporting post-secondary and adult students, completions and early leavers, and to some extent disadvantaged and handicapped.

Another somewhat related problem exists in the interpretation and analysis of the data being reported. The U.S. Office of Education has attempted to remove any misunderstanding through very elaborate guidelines the States are supposed to follow in filling out their annual reports. This effort, while well intentioned, has been far from satisfactory. Too often the very attempt to be specific leads to ambiguity on the one hand or a degree of rigidity on the other which make the Federal forms and guidelines difficult to use. What usually happens is that each State in the end does the best it can, but what the Federal Government asks for too often has to be interpreted in the light of each State's own statutes and school policies. Interpretation and analysis of the data obtained can only be made by constantly going back to each State for guidance, assistance in making changes, and final verification. Because of the sheer work involved, if nothing else, annual interpretation and analysis of vocational education data before Project Baseline was established were virtually non-existent at the national level.

It can be argued that neither the State educational agencies nor the U.S. Office of Education are capable of interpreting and analyzing their own data because they lack objectivity. That may be one reason the advisory councils were established. But the advisory councils, both those at the State level and the National Advisory Council, have no adequate way to do the work. Some of them also are nearly as lacking in objectivity as the administrative agencies.

Project Baseline seems to have served a useful purpose in performing this function during the past three years. It has been able to do so, however, only because it was bound neither by the special interests and concerns of the State education agencies and the U.S. Office of Education or the State advisory councils and the National Advisory Council. Our only obligations have been to the terms of our contract and the highest standards of professional integrity which we attempt to maintain. In the end, I think it is this more than anything else which has given us increasing support each year from the State and Federal agencies and from the advisory councils.

What Needs To Be Done

Since there are some States apparently collecting each individual data element needed but very few collecting all or nearly all of them, the remaining task is not to invent a new information system but to fill in the gaps of the one we have. It is not usually realized that we have an information system which can be expanded to serve the needs of the State and Federal agencies, including Congress. At the present time it consists of fifty-one State systems in various stages of development.

The national component of this system is the Federal reporting required by the Office of Education supplemented by Project Baseline. Filling the gaps will require both State and Federal effort. At the State level this means automation of local school district data and adding elements not already being collected. At the Federal level it means a transition from the use of paper forms to receiving individual data from the States on magnetic tape and adding the elements not now being collected.

If the Federal Government does nothing to assist in this development, it will nevertheless continue at the State level but with very little value at the national level. Such development would also continue uncoordinated and less systematic than if the Federal Government would provide some guidance and assistance.

I am recommending a cooperative effort by the U.S. Office of Education and Congress. I believe the U.S. Office of Education should continue the national study of vocational education — the Baseline activities — without interruption. In doing so, I recommend the following course of action:

1. Continue the annual examination of vocational education as Project Baseline is doing for the fourth year, and continue the annual reports. These are always going to be useful to almost everyone involved in any way with vocational education.

2. Begin next year to add some of the data we do not now have through the use of stratified random sampling. We could, for example, get enrollment data of disadvantaged, handicapped, males and females, and ethnic groups

within each occupational program in this way. We could also get completion, placement, and follow-up data for the same groups and within each occupational program. Then we would begin to have national information about the impact of vocational education on the employment market.

3. Continue the publication each year of one or more supplemental reports dealing with particular problems or areas of interest in vocational education. These are written by selected authorities in the fields with which they are concerned or by well qualified scholars in vocational education research.

This year we published eight, and at the end of the current year we will publish one or two more. One will be a very thorough examination by a group of nationally recognized social scientists of the expectations for vocational education in the social, economic, educational, and political environment of 1975 as compared with the expectations of 1968 in the environment then existing, and against a background of the changes in vocational education during the past four years as shown by the Project Baseline data.

4. Also continue next year to work with each of the States toward greater uniformity of data and toward increasing automation of vocational education data systems. With or without additional help from Congress, I think this effort is extremely important.

There is much that can be done. Last year we collected information from each of the States on the criteria they used in the definition of vocational education and a number of its components. From that information we have arrived at a set of definitions which may be feasible on a national basis, and these were published in our third annual report. This year each State Director of Vocational Education has been asked to review those definitions and offer suggestions for improvement or problems they would encounter in using them.

We have served as an informal clearing house on information about State vocational education data systems. On numerous occasions we have been asked about features that various States have in their systems by other States planning to establish systems of their own. This exchange of information helps to prevent efforts to reinvent the wheel in a technical area which has been changing rapidly for a number of years.

A major service to the States at this time, and one we suggested last year, would be to complete a nationwide inventory of educational data processing facilities and utilization which we had started but were unable to finish. It would speed up considerably, I think, the flow of information about what is being done and where. More importantly it would enable each State to develop the most efficient and economic use of equipment already available and plan for additional equipment as needed. It would also make possible an accurate estimate of the cost involved in expanding automation in the schools and in the States.

5. Begin next year to build a national vocational education data base by using what the States already have and adding to it each year as the States continue to build their own data bases. This means putting into a computer individual student characteristics from States that have them, individual professional personnel data from States that have these, and individual program data from States that have these.

It does not matter what kinds of computers different States are using, what kinds of computer language, what kinds of coding, or in what sequence the data are arranged. Project Baseline has already demonstrated in a field test last year that any State's vocational education data on magnetic tape can be converted to a common layout and machine language.

One thing we did not do, which should also be done next year, is to put into the same computer the totals of all Federally required data from States where this is all they have. The data base will then be operational within the maximum limits of the data currently being collected. Remote terminals in any number of offices in Washington and in the States would be possible, although I am not sure they would be very useful until more individual data were being collected.

An advantage to many of the States as soon as even this kind of a limited national data base is established is that they would no longer have to fill out paper forms in making their Federal reports. Their data could be transmitted in machine readable form on magnetic tape and fed directly into the computer. The national computer center being used would, of course, send printouts of each State's data back to the State Director of Vocational Education to be modified or corrected, and possibly updated.

6. Finally, someone somewhere is going to have to bring the national data base to its full operational capability. I think this can be done within five years. It means individual student, professional personnel, and program data -- either the complete universe or stratified random samples -- with annual or semi-annual updating. It means computer programs which will produce any kind of tabulations and analyses in any relationships between student characteristics, teachers, programs, and follow-up needed by any of the Federal agencies including Congress.

I do not believe it has to be too far in the future. There are some who disagree with me, but their concern is usually about either the cost, or the willingness of the States to give this kind of data to the Federal Government, or both.

For my part, I do not believe the cost would be as great as is sometimes feared. A number of States have made surveys of educational data processing at the local school, State, and sometimes intermediate levels. In every case that I know of, they have found that educational data processing equipment is being under-utilized.

If this is true generally, some local school districts could provide considerably more computer services than they are now doing, and perhaps for other schools than their own. Coupled with this observation is the apparent continued expansion of computer facilities in educational institutions, so that in all probability much of the cost of a national vocational education data base has already been paid by the States and local schools.

The question of whether the States would be willing to give this kind of data to the Federal Government can be answered fairly easily, it seems to me. I would imagine they would have no objection provided three conditions exist: one, that only statistical data, not personal or private information, ever leave the State; two, that there would be no great disadvantages to the States themselves; and three, that there would be some obvious advantages. I am quite confident that each of these conditions can be established if it does not already exist.

The only kind of data I see any serious problem in getting into the system are expenditures by course or program. Most States now follow Handbook II, Financial Accounting, developed by the National Center for Educational Statistics, and they are usually required to do by State law. The national center, however, has had available since 1970 Handbook VI, Standard Terminology for Curriculum and Instruction in Local and State School Systems, which makes possible school accounting systems in which expenditures are posted by instructional programs.

A concerted effort should be made by the U.S. Office of Education through such organizations as the Education Commission of the States and the American School Board Association to have State legislatures adopt both Handbook II and Handbook VI for local school financial accounting.

Recommendations to Congress

The cooperative effort by the U.S. Office of Education and Congress which I am recommending calls for Congress to remove, through legislative action, the principal obstacles now in the way of developing a vocational education data base. These are: (1) the inability of the U.S. Office of Education to request the data needed because of restrictions by the Office of Management and Budget; (2) the limitation of funds in the States and many local school districts to adopt automatic data processing; (3) indifference to improved efficiency, better data, and program accountability by some States and local school districts; and (4) non-uniform definitions of vocational education among the States.

I believe each of these obstacles can be removed through the following Congressional actions:

1. Modification of OMB procedures.

Under the Federal Reports Act of 1942 and 1946, the Office of Management and Budget exercises the function previously assigned to the Bureau of the Budget of regulating Federal requests to the States and the public for data. It is a necessary function, but the vast growth of the Federal Government since 1946 has made this function extremely difficult for any one agency to handle without seriously crippling the other agencies in carrying out their own functions.

Vocational education data collection is a good example, although I imagine the problem extends on a broad front throughout the Executive Branch. In Sec. 123(a) (17) of the 1968 Amendments, the Commissioner is authorized to approve a State plan only if it "provides for making such reports in such form and containing such information as the Commissioner may reasonably require to carry out his function under this title, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports."

In practice, however, the Commissioner must submit his requests for data and the forms to be used to the Office of Management and Budget for approval before they may be used. It is the Office of Management and Budget, therefore, which decides what information the Commissioner may reasonably require, not the Commissioner who nevertheless has to answer to Congress for what he knows or does not know about the programs he is responsibly for.

To correct this situation, without doing violence to the intent of the 1942 and 1946 Act, I recommend that the law be amended as follows:

The Office of Management and Budget shall complete its review of data forms submitted by a Federal agency to be used in data collection within thirty days from the date they are received. If in that time they are not approved as submitted, or if modifications are not agreed to by the submitting agency, a decision will be arrived at through arbitration by a Board of Arbitration. The Board of Arbitration shall consist of the chief executive officer of the submitting agency, the Director of the Office of Management and Budget, and a third member to be selected jointly by the Chairmen of the Senate and House Subcommittees where the legislation originated for which the information in question is thought to be needed.

The Board of Arbitration shall meet and reach a decision within thirty days of the date of selection and acceptance of the third member.

2. Federal Assistance In Developing State and Local Educational Information Systems.

The Education Amendments of 1974 provide that the National Center for Educational Statistics shall "assist State and local educational agencies in improving and automating their statistical and data collection activities." I think this has to be done in order for the States to take full advantage of the latest developments in technology. Some of the States need more help than others, but all of them need the extra incentive to improve and update what they have.

In the case of vocational education -- and this applies to other Federally supported programs as well -- the Government has very substantial tax resources to be accounted for, and thus a direct interest in getting the necessary data. I suggest that this may have a high priority in the data collection activities by the States and local school districts for which the National Center for Educational Statistics is authorized to provide assistance. It is my recommendation that this subcommittee instruct the National Center to that effect and authorize a per capita payment of $1.00 per student for all students included in any reporting system which has been or is being automated and is using or will use individual data elements.

3. A Time Limit In Making The Basic Improvements.

This recommendation is tied to the second, assisting the States and local school districts with their data systems. Such assistance should not be an empty gesture, and should not be received with only token efforts to carry out its purpose.

The basic improvements are, first, automation at the State level; second, collect individual student, professional personnel and program data form each local school district; third, automation of the record-keeping process in local schools where this is not already done; and fourth, selection and transmittal of data at the local level by computer to the State level, with regular updating based on school program cycling.

It usually takes from two to three years to develop an automated information system using individual student data at the State level. Full automation at the local level may take longer. Unless insurmountable difficulties are encountered, most States could complete the process within five years. I recommend that each State be required to show satisfactory progress annually, based on a five-year time-table for completion; and that failure to do so would result in suspension of a State's eligibility to receive vocational education funds.

4. Nationally Uniform Definitions Of Vocational Education And Its Principal Components.

There is strong support for this among the States, but little agreement on what the definitions should be. Unless this Subcommittee feels that better definitions can be found than those Project Baseline has developed, I recommend that they be written into the next vocational education legislation. It is possible that some suggestions being received from the State directors might lead to modifications, but I doubt if they would be extensive. The list as published in our third annual report, and which I recommend at this time is as follows:

Vocational Education Course: Any course of any length above grade six in a public or private educational institution taught by a certificated instructor who has had work experience in the field or fields being taught, based on reliable projections of employment demand, and which uses a business/industry/labor/community advisory council. Such courses must be designated as either exploratory, preparatory, or supplemental, and be conducted under a prescribed set of minimum performance standards approved by the local school district or by the State or both. Performance standards shall be capable of being met either by normal completion of a fixed time schedule, or by examination, depending on local school policy. For reporting purposes, the total number of clock hours normally required for each course shall be included in both student enrollment and expenditure data.

Vocational Education Program: One or more vocational or related courses in a prescribed sequence leading to a specific kind and level of job entry skills depending on State or local school district policy or both.

Exploratory Vocational Education: Courses usually but not necessarily below grade eleven in which students are given an introduction to employment skills in one or more occupational areas for career and interest exploration only, not for employment.

Preparatory Vocational Education: Courses usually but not necessarily above grade ten in which students are given basic and/or advanced preparation for employment or continuing education at a higher level.

Supplementary Vocational Education: Courses at any level specifically for adults and youth out of school in which students are given basic and/or advanced preparation for employment.

Pre-secondary Vocational Education: Exploratory courses in grades 7-8.

Secondary Vocational Education: Exploratory or preparatory courses in grades 9-12.

Post-secondary Vocational Education: Preparatory courses in grades 13-14.

Adult Vocational Education: (This term is eliminated under the definition of Supplementary Vocational Education.)

Vocational Education Completions: All students who meet the minimum standards established by the local school district or the State or both in any Vocational Education course and who complete either a prescribed Vocational Education program or one designated by the local school district or the State or both as providing job entry skills.

Early Leavers with Marketable Skills: (This term is eliminated under the definition of completions.)

Disadvantaged Vocational Education Student: All students enrolled in any Vocational Education course who meet the criteria for disadvantaged under Title I of the Education Act of 1965 as amended.

Handicapped Vocational Education Student: All students enrolled in any Vocational Education course who meet the criteria for handicapped under Title I of the Education Act of 1965 as amended.

Continuation of Project Baseline

I believe both Congress and the Commissioner want to continue this effort. A group of nationally known vocational educators, researchers, and authorities from related fields were selected last summer by the U.S. Office of Education and the National Advisory Council on Vocational Education to take a hard look at Project Baseline. Their report was favorable, and our schedule of activities in the fourth year is based on their recommendations.

The site-visit team had this to say about its own concern over what happens after Baseline:

> "Rather than concluding Project Baseline at the end of the fourth year, we urge USOE to continue this effort at a reasonable cost and to initiate efforts for collecting sampling data of sufficient size for State comparison regarding the consequences of vocational education programs."

"It is recommended that Project Baseline be allowed to collect, through a national sample, data that would aid in answering 'key questions' for which data cannot now be obtained from states. However, during ensuing years, similar activities should not be limited to data available from states."

The site-visit report concluded with this statement:
"Site team members left Phoenix with one nagging question. After Project Baseline, what next? Unless the Office of Education plans to devote the resources necessary to continue an annual examination of vocational education in this country, then a powerful influence for the improvement of vocational education will be lost. The overriding question has to be not whether Project Baseline continues for the fourth year, but how can the continuance of the data collection and analysis activities be assured beyond the fourth year? Tied to this question has to be a continuing effort to improve the substance, process and products regarding the status of vocational education."

Mr. Chairman, that concludes my Statement. However, I would like to have included in the record the following information on requests for Project Baseline's current publications, since it indicates some of the impact at least of this national study on educators and the public. Thank you.

April 14, 1975

Partial List of Requests
for Project Baseline
Third Year Publications*

Total Requests to date:	3,877**	
Universities: TOTAL	183	(Includes Princeton, Stanford, Kent, Northwestern, Cornell, Syracuse, Purdue, etc. Plus State University Branches and State Colleges.)
State Universities and Colleges	72	
Other Universities	69	
Medical Schools	2	
Community Colleges:	60	(41 States)
Vo-Tech Centers or Schools:	80	
School Districts:	105	
Teachers, Counselors in Sec. Schools:	1,349	
Proprietary Schools	14	
State Department of Ed. or State Superintendents:	38	
State Boards of Education:	13	
State Advisory Councils:	12	States
State Governors:	12	
National Organizations:	49	(This includes 4 departments and 5 regions of HEW, U.S. Department of Commerce, NIE, Manpower Institute, National Research Council, National Academy cf Science, National Academy of Engineers, American Association of State Colleges and Universities, Jewish Occupational Council, Carnegie Council on Policy Study in Higher Education, AFL-CIO, etc.)
Manpower Agencies:	67	
Private Firms:	27	(Law offices, Engineers, Psychologists, Manpower Consultants, RAND Corp. etc.)
Individuals	119	
Foreign Countries	3	(Phillipines, Ireland, and Netherlands)

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* These were requests in addition to our mailing list of 1,500.

** Some requests were for one publication only so total exceeds number printed for any single publication. Total of request sources do not equal total requests received as more than one request was received from the same source.

Publications Reviewing
Project Baseline
Third Year Reports

1. Education Daily (3 separate issues)
2. Higher Education Daily (4 issues)
3. Manpower and Vocational Education Weekly
4. Christian Science Monitor
5. Education - Training Market Report
6. Report on Education Research
7. Health Manpower Report
8. New York Newsday
9. MS Magazine
10. Resources in Education
11. Jouranl of Research and Development in Education, Spring, 1975
12. A.I.A.A. Monitor
13. American School Board Journal
14. National School Board Journal
15. American Personnel and Guidance Association Guidepost
16. ACCT - O - LINE, published by the Association of Community College Trustees
17. American Association of Community and Junior Colleges Publication
18. 20 Newspapers across the Nation
19. 2 Radio Stations
20. 1 TV Station

4 Universities made it mandatory reading in Research Courses

2 Mandatory in Teacher Education

aiaa **AMERICAN INDUSTRIAL ARTS ASSOCIATION**
1201 SIXTEENTH STREET, N.W. • WASHINGTON, D.C. 20036 • (202) 833-4211

June 10, 1975

Senator Claiborne Pell, Chairman
Education Subcommittee of the Senate Labor
and Public Welfare Committee
United States Senate
325 Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Pell:

Attached for the consideration of the Education Subcommittee of the Senate and for entrance into the official record is testimony prepared by the American Industrial Arts Association (AIAA) on the Vocational Education Amendments of 1975.

The AIAA encourages continued and expanded federal support for vocational education and the continued inclusion of industrial arts in vocational legislation as a viable component in: (1) assisting individuals in the making of informed and meaningful occupational choices and (2) assisting in preparing individuals for enrollment in advanced or highly skilled vocational and technical education programs.

The testimony outlines several contributions of industrial arts to vocational and technical education and to the career education concept in an attempt to clarify both position and importance. We strongly favor a career guidance and exploration element in any new legislation for vocational education and emphasize that comprehensive state planning is essential for maximum utilization of the federal investment in meeting manpower and socio-economic needs of the nation.

There is also widespread concern for a single state agency to administer and supervise state plans for vocational education that includes industrial arts to assure program continuity between secondary and post secondary education, to prevent unnecessary duplication of effort and to ensure program accessibility at advanced levels.

We commend you and the committee for the interest and effort shown toward improving our nation's manpower delivery system and urge favorable consideration of the positions as stated in this testimony.

Sincerely,

Donald L. Rathbun

Donald L. Rathbun
Executive Director

cc: Gregory Fusco

Enclosure

TESTIMONY ON THE VOCATIONAL EDUCATION AMENDMENTS OF 1975

THE ROLE OF INDUSTRIAL ARTS IN VOCATIONAL AND CAREER EDUCATION

SUBMITTED TO THE SUBCOMMITTEE ON EDUCATION OF THE
UNITED STATES SENATE

by

THE AMERICAN INDUSTRIAL ARTS ASSOCIATION
(An Affiliate of the National Education Association)
1201 16th Street, NW
Washington, D.C. 20036

Alvin E. Rudisill, President
James E. Good, Legislative Committee Chairperson
Donald L. Rathbun, Executive Director

May 27, 1975

INTRODUCTION

The American Industrial Arts Association (AIAA) is a nationwide professional organization of over 5,000 active members representing industrial arts teachers, supervisors, and teacher educators working on all levels in our nation's schools.

The Association was formed in 1939 for the purpose of improving instruction, curricula and personnel in the teaching of industrial arts and the Association serves as the official liaison between industrial arts and other professional, educational and industrial organizations. Through a cooperative and coordinated effort, the AIAA promotes the teaching of industrial arts at all levels of education in order to ensure maximum efficiency and continuity of educational programs and services for youth and adults.

The positions stated in this report have been studied and approved nationally through a formal review process which included two national hearings and one conference devoted to a study of the role of industrial arts in career education and vocational education. The results of these studies have appeared in several recent publications.

The inclusion of industrial arts in the Higher Education Act (P.L. 92=318) of 1965, as amended in 1972, under Title 2, Vocational Education, is an indication of congressional foresight and a significant adjunct to the development of a comprehensive educational system. The American Industrial Arts Association greatly appreciates the thought and effort that has gone into such support of industrial arts.

Recognizing that several parts of this act will expire on June 30, 1975, and that the committee will shortly begin writing new legislation based on input received from hearings and companion bills already introduced, we have prepared this report. The AIAA hopes it will assist you in better understanding the scope and role of industrial arts and the contributions it can make to our manpower delivery system as well as increasing individual literacy of our industrial-technological culture.

INDUSTRIAL ARTS PROGRAM

Industrial arts is a component of the total program of education from kindergarten through college, including adult education. It is the study of industry and technology. Such study provides unique opportunities for students to participate in representative experiences in the production of goods or the rendering of services through the effective use of people, methods, machines, money, management and marketing. The students examine effects of industrial technology on all elements of society and the environment in order to provide for industrial-technological understanding, application and conservation.

Industrial arts provides the student with information about the world of work and occupational opportunities in industry. It incorporates industrial experiences, both vicarious and "hands on". This type of education develops career awareness and provides experiences in career exploration.

Students are assisted in the discovery and development of personal creative technical problem solving abilities, aptitudes, interests, self reliance, judiciousness, resourcefulness and adaptability. These qualities respond to the students' personal needs for living, coping and functioning successfully in a technological society.

Specifically, industrial arts curricula consist of experiences which evolve from socio-economic clusters such as construction, manufacturing, communications and transportation. The prime focus is on student "hands on" tactile experiences which are relevant, meaningful and consistent with the identifiable needs of an individual as he/she functions within our technological society.

The goals of industrial arts education provide opportunities whereby each student will:

1. Develop insight into and understanding of industry and its place in our culture.
2. Discover and develop talents, interests, attitudes and individual potential related to the industrial-technical areas.
3. Develop abilities in the proper use of tools, machines and processes.
4. Develop problem solving and creative abilities involving materials, processes and products of industry.
5. Interrelate the content on industrial arts with other school subjects in the curriculum.
6. Develop a familiarity with a variety of careers and their requirements.

SCOPE AND SEQUENCE

Industrial arts involves a large number of teachers and students in the public school systems. The U.S. Office of Education report published in 1966, "Industrial Arts Education - A Survey of Programs, Teachers, Students and Curriculum", cited the existence of 40,000 industrial arts teachers in 1962. It indicated the 63 percent of the nation's junior high schools (grades 7,8,9), 67 percent of the junior-senior high schools (grades 7-12), 91 percent of traditional high schools (grades 9-12) and 66 percent of senior high schools (grades 10-12) offer industrial arts programs. The number had increased by 1970 to 51,000 industrial arts teachers reaching an estimated six million students as reported by the American Council of Industrial Arts Supervisors. It is estimated that these figures and percentages are even higher today. As many as 60,000 teachers are projected to be reaching well over eight million students in industrial arts programs in 1975-1976.

Industrial arts learning experiences related to career and vocational education begin at the earliest grades and continue through higher education in order to ensure instruction consistent with individual needs, interests, capabilities and maturity. The following levels or phases have been developed and endorsed by the industrial arts profession to guarantee development of a systematic and sequential management system compatible with the total education structure and elimination of unnecessary and costly duplication of efforts which are detrimental to the education process.

ELEMENTARY GRADES (K-6)

Self and Career Awareness: These programs are designed to familiarize students with the many kinds of work people do and the interrelationship of such work in the production and use of goods and services. In addition, students develop self-awareness in relation to various industrial-technical occupations and fields of study. Industrial arts experience infused in the total elementary instructional program encourages positive attitudes toward work and the relationship between manipulative and cognitive activities.

MIDDLE GRADES (7-9)

Career Orientation: Career orientation programs consist of laboratory instruction which provides students with experience in the diverse kinds and stages of activities included in a broad range of industrial pursuits and levels of occupations for which special skills are required. The classroom furnishes a setting for learning various career prerequisites. Through firsthand experiences students become acquainted with the significance of changing and evolving technologies. They also gain an understanding and appreciation of work and obtain individual assistance in making informed and meaningful career selections.

INTERMEDIATE GRADES (9-10)

Career Exploration: Generally these programs are designed to provide transitional opportunities to bridge the gap between the awareness/orientation focus and specialized in-depth study. Direct involvement in the activities allows students to select and explore individual occupations, technical concepts and competencies and thereby assess their own interest and aptitude.

UPPER GRADES (10-12)

Career Development and Beginning Specialization: Programs in this catagory are designed to develop in the individual a degree of specialization and to prepare him/her for enrollment in advanced or highly skilled vocational and technical education programs.

Provision is made for instructional experiences which assist students in continuing to assess their interests and abilities--limitations and potentials--with respect to industrial-technical occupations and instill competencies that contribute to occupational success. Other instruction is made available for those who do not specialize in a technical area at this level but wish to acquire general skills and knowledge for personal and avocational use.

POST SECONDARY LEVELS

Adult, Continuing and Higher Education - At these levels awareness and exploratory programs consist of laboratory assignments and exploratory opportunities designed for adults and out-of-school youth who may benefit from basic instruction related to industrial and technical occupations. Based upon such experience, these students obtain a better understanding of the industrial world and the profitable use of recreational and leisure time. Post secondary programs also allow for the preparation of the professionals required to develop and maintain the various program levels cited above.

RELATIONSHIP OF INDUSTRIAL ARTS TO CAREER EDUCATION

Recognizing that industrial arts has a major responsibility in refining the concept of career education, the Representative National Assembly of the American Industrial Arts Association approved the following resolution during their annual spring conference in Dallas, Texas, in the spring of 1972:

WHEREAS, Career education is currently the principal thrust of the U.S. Office of Education, and

WHEREAS, The industrial arts profession is being called upon to participate in the development of concepts and programs of career education, and

WHEREAS, Industrial arts is a facet of career education, and

WHEREAS, Industrial arts teachers are looking to the AIAA for direction in the development and implementation of career education; therefore be it

RESOLVED, That the AIAA establish, adopt and disseminate a position paper on career education, and be it further

RESOLVED, That the information obtained and the material developed at the 1972 conference be considered as the basis for this position paper, and be it further

RESOLVED, That the position paper should be developed under the direction of the Executive Board and submitted to the delegates by mail for ratification, and be it further

RESOLVED, That after ratification the position paper be published and disseminated.

In response to this resolution, the following statements were approved by the delegates and have been widely disseminated:

AIAA's POSITION ON CAREER EDUCATION

Career education enhances the goals and purposes of education. With respect to formal education, it is the responsibility of the total school program and includes all disciplines in the curriculum. It provides for an integrated and cumulative series of experiences designed to help each student achieve (a) increased ability to make relevant decisions about his/her life and (b) increased skill in the performance of his/her life roles.

Career education is designed to provide the skill, knowledge and understanding individuals need for their several life roles: economic, community, family, avocational, religious and aesthetic. It recognizes the centrality of careers in shaping our lives by determining or limiting where we work, where we live, our associates and all other dimensions that are significant in our life style. It is designed for all students and should be viewed as a life long process. Through the wide range of school and community resources all career horizons should be enlarged and self-awareness should be enhanced.

The career education concept is a unifying force to bring together what was formerly college preparatory, collegiate, general and vocational education as equal partners in the educational enterprise.

THE ROLE OF INDUSTRIAL ARTS IN CAREER EDUCATION

The American Industrial Arts Association recognizes that career education continues to be a high priority national issue and a major concern among educational planners and leaders. The Association also recognizes that career education involves the total school program and all discipline areas of the curricula.

Industrial arts teachers have a deep commitment to the purposes of their field and the contributions made to each individual student's effort to become a valued and contributing member of society. In the process, students attain industrial-technological literacy, occupational literacy, and satisfaction in relations to a wide range of individual needs.

> Career education has similar and compatible goals of enabling a student to arrive at decisions which promote the greatest degree of compatibility between himself as a human being and the career ladder he embarks upon as a productive citizen.
>
> The industrial arts profession recognizes that it must move positively in the direction of those national concerns to which it can contribute in a significant way.
>
> Industrial arts must and will be a contributing force to the success of career education.

In addition to these statement, the American Industrial Arts Association and the industrial arts division of the American Vocational Association jointly participated in a task force project sponsored by the U.S. Office of Education for the purpose of developing guidelines for industrial arts in career education. These guidelines have been disseminated to all state departments of education, teacher training institutions, supervisors, administrators and individual teachers wherever possible. Specific aspects of the guidelines are being used as a basis for numerous presentations and workshops at the national, state and local levels to ensure that industrial arts educators participate wherever possible towards the attainment of the goals established for career education.

RELATIONSHIP OF INDUSTRIAL ARTS TO VOCATIONAL EDUCATION

A comprehensive vocational education system must be capable of assisting all citizens to select, prepare for and advance in occupations or careers of their choice which currently exist or are emerging.

We believe this is the intent of Congress as established through existing legislation pertaining to vocational education, and we hope that new legislation will open the avenues for expanded opportunities to fulfill the broad purposes of vocational education as it is related to the making of informed and meaningful occupational choices and preparing students for enrollment in advanced or highly skilled vocational and technical education programs. In addition, we would hope that opportunities would be provided for more creative ways of implementing programs at the state and local level which are designed to equip students for entrance into existing, new or emerging occupations.

Existing vocational legislation provides industrial arts with an opportunity to play an important role in fulfilling two of the three major goals of vocational education: 1) assisting individuals in the making of informed and meaningful occupational choices and 2) assisting in preparing individuals for enrollment in advanced or highly skilled vocational and technical education programs.

The responsibility of providing programs specifically for training individuals for gainful employment, which is the third role defined in the legislation, is not a role of industrial arts either philosophically, historically or by implication of the amended vocational acts and regulations. However, industrial arts educators do have the responsibility of establishing a close working relationship with all vocational educators and agencies to ensure a systematic and sequential management system which will present opportunities for all students to become technologically literate, regardless of lifestyles or career pursuits.

Thirty-seven states have included industrial arts in their FY 1975 state plans for vocational education, according to a joint study by the legislative committee of the industrial arts division of the AVA and the American Council of Industrial Arts Supervisors of the AIAA. Twenty-three of these states have earmarked specific amounts for a variety of projects such as in-service education, demonstration projects, state and local supervision, new program development, curriculum work, instructional materials and exemplary programs. Other states provide funds based on need and availability. Many are incorporating federal with state funds and National Defense Educational Act, Education Profession Development Act and Elementary and Secondary Education Act grants to provide a balanced support for industrial arts, but even these combinations fail to serve unmet needs.

Several states, however, have industrial arts in their state plan without lending financial support, and many states have omitted industrial arts entirely. Such omission is due in large part to the fact that additional appropriations were not made available when industrial arts was included in the 1972 amendments as an integral part of vocational education.

Most industrial arts programs are supported entirely by state and local funds. Many of these programs do not measure up to the standards required to assure that a large scope of experiences and activities are accessible to students in the areas of construction, transportation, manufacturing and communications at the awareness, orientation, exploration and pre-specialization levels. Far too much inefficiency and poor program planning is taking place at the state and local levels as the result of inadequate supervision and insufficient funds for in-service training of industrial arts teachers.

The previously mentioned 1966 U.S.O.E study stated that "current industrial arts curriculum does not even measure up to the program recommended by the profession 10 to 20 years ago." Despite the gains made as a result of the inclusion of industrial arts in the 1972 amendments for vocational education, there is yet much to be done before an acceptable program level may be reached. Because of lack of adequate funding, program growth and development has not kept pace with needs.

RECOMMENDATIONS FOR THE INCLUSION OF INDUSTRIAL ARTS IN FEDERAL LEGISLATION

To enable industrial arts to make its full contribution in any new federal legislation designed to improve the technological literacy of all individuals, male and female, and to assist them in making self-satisfying and rewarding contributions to our economy, the American Industrial Arts Association requests committee support to ensure that industrial arts programs are rendered eligible for support in all areas as outlined in S 941 with one exception as follows:

Title I; Vocational Education; Part A; General Provisions Sec. 109, (18) should be amended to read as follows:

> "(18) The term "industrial arts education programs" means those education programs (A) which pertain to the body of related subject matter, or related courses, organized for the development of understanding about recreational, organizational, managerial, technical, consumer, occupational, social, historical and cultural aspects of industry and technology including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and using tools, machines, materials, and processes; (B) which provide opportunities for creativity and problem solving and assisting individuals in the making of informed and meaningful occupational choices; and (C) prepare students for entrance into advanced or highly skilled vocational and technical education.

This definition would make it possible for industrial arts to contribute to education, assist students in making informed and meaningful occupational choices, and prepare students for enrollment in advanced or highly skilled vocational and technical education.

In addition, we would like to emphasize our support for retaining in any new legislation for vocational education the intent of:

1. Career Guidance and Exploration: Continuity must be ensured in order to carry out a comprehensive vocational education program which includes ample provisions for career awareness, exploration, planning and decision making programs in grades 1-14.

   Appropriations should provide sufficient funds in this area for pre- and in-service training, student organizations, leadership and supervision, community observation and work experience opportunity, development of curriculum materials, purchase of equipment, supplies and resource materials and pilot and demonstration projects.

2. Single State Agency: A single agency is needed at the state and federal levels for the administration and supervision of a state plan for vocational education. This area is an important concern of industrial arts educators as many of our students will leave industrial arts programs and move directly into post secondary programs. Without a single agency administrating both programs, unnecessary overlap and duplication of efforts takes place to the detriment of both student and taxpayer.

   In addition, the makeup of this agency should include representation from all levels of education to guarantee that comprehensive planning and priorities reflect local, state and national manpower needs and concerns. Such planning should provide for programs and leadership for elementary grades through higher education.

3. Comprehensive Planning: Vocational education cannot attain maximum effectiveness without adequate provision for the development and implementation of a comprehensive planning system which promises total coordination with all levels of the public school system, other public agencies, private institutions and the business and industrial community.

It is imperative that federal legislation make provisions for specific guidelines which will ensure that vocational education programs planned, developed, implemented and evaluated at state and local levels take into account specific elements such as new and emerging local manpower needs, coordination with all public and private agencies, career guidance and exploration, recruitment, staff training, placement and follow-up and continual review.

"Qualifications, Duties and Responsibilities for State and Local Supervisors of Industrial Arts", published by the American Industrial Arts Association, outlines an explicit role for industrial arts leaders at the state and local levels to affirm their involvement and assure follow-through in such planning. Our Association believes that such involvement will contribute greatly towards maximum effectiveness of federal funding for vocational education and will also contribute greatly towards long range efficiency and utilization of state and local resources.

In conclusion, the American Industrial Arts Association commends your committee for its support of industrial arts which led to its inclusion in P.L. 92-318. We ask your consideration in expanding this role in future legislation.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
99 WASHINGTON AVENUE
ALBANY, NEW YORK 12230

May 7, 1975

Senator Claiborne Pell
Chairman, Senate Education Subcommittee
Senate Office Building
Washington, D.C. 20515

Dear Senator Pell:

In the April 1975 issue of Compact (the bimonthly magazine of the Education Commission of the States) on page 8, I noted that you share the concern of many of your Congressional colleagues over the lack of "knowledge about how federal funds have been spent on vocational education in the past." You are quoted, "I think we're legislating in the dark — that we just write a blank check and say 'go do something.'"

In hopes of shedding some light on the distribution of VEA money, at least for postsecondary education in the State of New York, the enclosed issue of PS presented a 5-year report on the funds as its lead article. The article is a condensation of a comprehensive report which should be available in the near future.

Not only does such accounting of the funds (how the money is distributed) provide an understanding of the use of the funds, it allows considerable insight for identifying trends and more precisely pinpointing those areas of future need.

I trust the article provides information of interest to you.

Sincerely,

D. Ross Thomson

D. Ross Thomson
Editor in Chief, PS

DRT:mn
Enclosure

BUREAU OF RESEARCH IN POSTSECONDARY EDUCATION
TWIN TOWERS 1823 518 474-5093

PS
POSTSECONDARY EDUCATION
IN NEW YORK STATE

Volume 3, Number 1 | The New York State Education Department/Albany 12230 | January/February 1975

POSTSECONDARY—VEA

5-Year Financial Report, 1970-74

Background and Purpose

The *Vocational Education Act of 1963* and the *Vocational Education Amendments of 1968* (VEA) have been major factors in the growth and improvement of postsecondary vocational education programs in New York State. The legislation's overriding challenge for postsecondary institutions, particularly 2-year colleges, to meet the urgent need for quality vocational education is perhaps best summarized by this statement of purpose in the 1968 amendments:

> It is the purpose of this title to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State—those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those post-secondary schools—will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

Specifically, the law requires each state to develop a state plan for vocational education, and to establish an independent state advisory council to aid the state board in the administration and evaluation of programs. The state plan must set forth a long-range program plan for meeting the state's vocational needs, and an annual program plan indicating how the allocation of Federal and state funds will contribute to accomplishment of long-range objectives.

Under the act and the plan, postsecondary institutions are given responsibility for serving the occupational education needs of persons who have completed or left high school; employed persons who need training or retraining; and persons who have academic, socioeconomic, or other handicaps that prevent them from succeeding in regular vocational programs.

Part B, Section 122(a)2 of the Vocational Education Amendments of 1968 is administered by the Department's *Bureau of Two-Year College Programs*. As part of its overall assistance to postsecondary programs under the amendments, the Bureau assists colleges in capitalizing on the resources available to improve, expand, or initiate occupational programs. Meetings are conducted in cooperation with the *State University of New York* to acquaint 2-year college administrators and faculty with the major provisions of the amendments, to interpret its annual guidelines and forms for submission of proposals, and to review postsecondary objectives and program activities set forth in the annual program plan section of the state plan. The Bureau's staff provides colleges with consultant and assistance on a continuous basis.

This report summarizes New York State's distribution of a total of $18,502,323 allocated under Part B, Section 122(a)2 of the Vocational Education Amendments of 1968 to postsecondary occupational education projects during the five fiscal years 1970 through 1974. The allocations for these fiscal years were:

1970	$3,109,580
1971	3,253,450
1972	3,783,315
1973	3,833,796
1974	4,522,182

Expenditures and Evolving Needs

For fiscal years 1970 through 1974, the number of students served each year by postsecondary projects has nearly doubled, from almost 14,000 in 1970 to over 23,000 in 1974. Yet, while there has been nearly a 45 percent increase in total allocations, the average expenditure per student has actually decreased by approximately 12 percent.

The year-by-year distribution of expenditures follows a fairly stable pattern, with variations explained primarily in terms of state plan priorities and specific program characteristics of each major occupational cluster. Postsecondary program priorities emphasized the establishment of new curricula, expansion of existing programs to accommodate increased student demand for postsecondary occupational training, development of new means for articulation between secondary and postsecondary programs, and improvement in ancillary services to serve the diverse needs of the "new student."

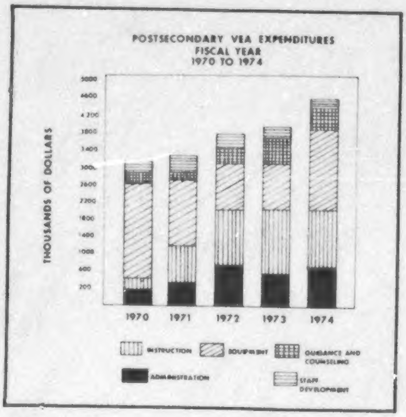
Beginning in fiscal year 1970, much of the planning associated with these activities resulted in increased allocations for the administrative and instructional functions in subsequent years. The relatively lower allocations for equipment between 1971 and 1974 reflect both this increased emphasis on operational support, and the fact that institutional needs for equipment had been largely met previously. In the years immediately preceding 1970, between 70 to 100 percent of annual allocations were expended in this single category. Subsequent to 1970, dominant consideration was given to those proposals containing equipment requests necessary to support the introduction of new programs. In addition, funding was also provided for ongoing programs based on student demands and job market trends for trained manpower. During 1971 to 1974, in providing for these priorities, a shift occurred in the types of equipment funded from the traditional laboratory and shop fixtures to new multimedia instruction technology resources. The increased requests for assistance in obtaining instructional technology equipment partially offset the decline in laboratory and shop equipment. Th[illegible] resulted in the stabilization of over[illegible] equipment expenditures.

During 1972–73, state and local budget restraints resulted in an emphasis on strengthening and improving the quality of instruction in existing programs rather than the introduction of new programs. This accounts for the overall reductions in VEA expenditures in the operational categories and the sharp rise in equipment expenditures in fiscal year 1974.

Comparisons and Distributions

When viewed in terms of occupational clusters, only Agriculture and Trade, Industrial, and Service experienced significant increases in the percentage of yearly funding from 1970-74. The Multi-Occupations, Health, and Engineering Related budgetary categories showed small declines over the 5-year period, while Office occupations and Distributive programs showed more substantial decreases in the percentage of funds allocated. The greatest overall increases in support received, however, were in the postsecondary programs listed under the occupational cluster of Trade, Industrial and Service. Included under this heading are fields in which most of the shorter term certificate programs are listed and which state plan priorities for postsecondary program development and implementation were directed. The

continued on page 3



200 YEARS AGO
(or thereabouts)
in New York State Higher Education

[EDITOR'S NOTE: *In keeping with the anticipation and spirit of '76, PS will present brief glimpses of the State's postsecondary past; this is the first in a series.*]

Dr. Myles Cooper, who had become President of King's College (now Columbia University) in 1763, was by early 1775 well known in New York City as an outspoken, articulate Loyalist. The previous year he had written and had printed a paper: "A Friendly Address to all Reasonable Americans on the Subject of our Political Confusions," in which he minimized the supposed wrongs that the colonies had suffered and predicted that most Americans would rally to support the King's troops. It was also a known fact that he had visited England recently.

On April 25, 1775, in the wake of news from Massachusetts about the happenings at Concord, Dr. Cooper and four other prominent New Yorkers received an angry, threatening letter signed simply "Three Millions." It concluded: "Fly for your lives, or anticipate your doom by becoming your own executioners."

Two weeks later, on May 10, a nighttime mob attacked Cooper's home and very likely would have killed him, if he had not been warned slightly beforehand by a student. Even with this warning, escape over the back fence was only possible because of an eloquent delaying speech to the mob by Alexander Hamilton, lately a student at King's College. Reminding the riotous crowd of the disgrace they could bring to their cause by lynching the college president, he gave Cooper time to hide in a friend's house and, the following night, flee to the safety of a British warship in the harbor, H.M.S. Kingfisher, on which he subsequently returned to England.

Dr. Cooper eventually settled in Edinburgh and never returned to New York.

Perhaps unknowingly, Dr. Cooper launched a tradition in higher education which has not gone unobserved or unreplicated by college presidents of more recent times!

SOURCE: *History of Columbia University 1754–1904*, Columbia University Press, 1904, pp. 46–47.

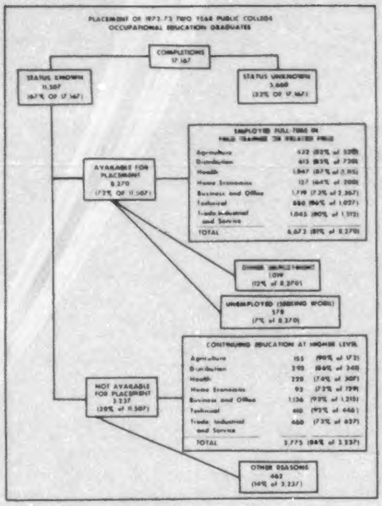
GOVERNOR'S TASK FORCE

In December, before assuming office, Governor Hugh L. Carey announced the creation of his 24-member **Task Force on Higher Education** to examine the State's institutions of higher learning, their administration and fee structures. The Governor's Task Force will also study the relationship between private and public institutions and make recommendations concerning future State educational policies.

In announcing the task force, Governor Carey said: "New York State offers the finest institutions of higher learning in the country. At a time of increasing costs and decreasing enrollments, we must seek imaginative, hardheaded solutions to the problems facing our universities and colleges, so that we can make quality education available throughout the State to all those who seek it."

Dr. John J. Meng, president of *Marymount College* will serve as chairman of the task force; Professor Julius C. C. Edelstein, dean of urban policy and programs, Graduate School and University Center, *The City University of New York*, will serve as vice chairman.

Other members are: Irma Badillo, former administrator, *Center for Urban Education*; Alan Burdowski, chairman, State senate, *New York University Student Senators Council*; Luis Quero Chiesa, senior vice president, *Roy Blumenthal International Association* (formerly chairman, *New York City Board of Higher Education*); Timothy W. Costello, president, *Adelphi University*; Lawrence A. Cremin, president, *Teachers College*; Harold Delaney, president, *Manhattanville College*; Stanley A. Frankel, vice president, *Ogden Corporation*; Walter Goldstein, professor of political science, Graduate School of Public Affairs, *State University of New York at Albany*; Phyllis Hoyt, vice president for student affairs, *Russell Sage College*; David D. Jones, special assistant to the Chancellor for affirmative action, *Syracuse University*; Dan D. Kohane, president, *Student Association of the State University, Inc.*; Jules Kolodny, secretary, *United Federation of Teachers*; Father Charles J. Lavery, C.S.B., president, *St. John Fisher College*; Frank Macchiarola, professor of law, *Bernard M. Baruch College* (formerly vice president, *Columbia University*); Joseph S. Murphy, president, *Queens College*; Jack I. Poses, chairman, *The City University of New York Construction Fund* (formerly vice chairman, *New York City Board of Education*); David Z. Robinson, vice president, *Carnegie Corporation* (formerly vice president, *New York University*); Howard D. Samuel, vice president, *Amalgamated Clothing Workers of America*; Robert Schiffer, statewide student coordinator, *Carey for Governor Campaign*; Joseph Shenker, president, *Fiorello H. LaGuardia Community College*; Arthur L. Singer, Jr., vice president, *Alfred P. Sloan Foundation*; John S. Toll, president, *State University of New York at Stony Brook*.


PLACEMENT OF 1972-73 TWO YEAR PUBLIC COLLEGE
OCCUPATIONAL EDUCATION GRADUATES
COMPLETIONS
17,167
STATUS KNOWN
11,507
(67% OF 17,167)
STATUS UNKNOWN
5,660
(33% OF 17,167)
AVAILABLE FOR PLACEMENT
8,270
(72% OF 11,507)
EMPLOYED FULL TIME IN FIELD TRAINED OR RELATED FIELD
Agriculture 432 (82% of 528)
Distribution 615 (85% of 728)
Health 1,847 (87% of 2,115)
Home Economics 127 (64% of 200)
Business and Office 1,719 (72% of 2,367)
Technical 880 (86% of 1,027)
Trade, Industrial and Service 1,043 (80% of 1,312)
TOTAL 6,673 (81% of 8,270)
OTHER EMPLOYMENT
1,019
(12% of 8,270)
UNEMPLOYED (SEEKING WORK)
578
(7% of 8,270)
NOT AVAILABLE FOR PLACEMENT
3,237
(28% of 11,507)
CONTINUING EDUCATION AT HIGHER LEVEL
Agriculture 155 (90% of 172)
Distribution 292 (86% of 340)
Health 228 (74% of 307)
Home Economics 93 (72% of 129)
Business and Office 1,136 (93% of 1,215)
Technical 410 (92% of 446)
Trade, Industrial and Service 460 (73% of 637)
TOTAL 2,775 (86% of 3,237)
OTHER REASONS
462
(14% of 3,237)

OCCUPATIONAL GRADUATES FIND RELATED EMPLOYMENT

Data available through the New York State Education Department's **Reporting and Evaluation System for Occupational Education (RESOE)** show that graduates of public 2 year college occupational programs have been successful in finding employment in their field of preparation or a related field. *(See accompanying illustration.)*

The followup survey of 1972–73 graduates of occupational education programs at community colleges and agricultural and technical colleges indicates that of the 8,270 persons known to have been available for placement, 6,673 (or almost 81 percent) were employed full time in the field for which they were trained or in a related field. Another 1,019 were employed in fields not directly related to their preparation, bringing total full-time employment only a few months after graduation to 93 percent of those available for placement.

The postsecondary portion of the survey is administered by the State Education Department in cooperation with the *State University of New York, Office of Institutional Research*. Additional information regarding RESOE can be obtained from the *Division of Occupational Education Planning*/New York State Education Department/Twin Towers, Room 1624/99 Washington Avenue, Albany, New York 12230.

PS

is published by the New York State Education Department in the interest of postsecondary education in New York State. The publication is distributed to individuals and organizations concerned with all forms of education beyond high school.

President of The University of the State of New York and
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continued from page 1

Trade, Industrial and Service cluster also includes a number of new degree programs in service occupations in which initial operating and equipment costs were borne by VEA. The combination of these shorter term vocational and trade programs and the programs in service fields account for nearly 25 percent of the total postsecondary allocation. Similarly, in the Distributive and Office categories, new certificate programs were being introduced rather than expansion of ongoing degree programs.

The 25 percent allocated among the Multi-Occupational activities reflects another group of state plan priorities established during this period. Efforts underway during 1970 included planning for a broad range of cooperative education programs at a number of community colleges, planning associated with improving articulation of programs between secondary and postsecondary agencies, and the improvement and expansion of ancillary services in guidance, counseling, and job placement. All of these above efforts entailed the inclusion of students in all of the six occupational clusters. These broader based activities account for the relatively higher proportion of funds distributed under the multi occupations category.

Tables 1, 2, and 3 provide an overview of the dollar and percentage distributions by occupational cluster and function during the 5-year period covered in this report.

The allocations for functional category expenses within these clusters vary greatly. For example, while the expenditures for equipment amount to 63 percent of the total allocated to Office Occupations, equipment expenditures amounted to slightly less than 5 percent of total Multi Occupations expenditures. Among Trade, Industry, and Service curricula receiving support, instructional costs accounted for 42 percent of total expenditures while among Engineering Related programs, allocations for instruction amounted to only 14 percent. Generally, longer established programs required greater support toward equipment and resources to improve the quality of instruction offered, and required relatively less support for operations.

Equipment and Effectiveness

The availability and use of equipment is an important factor in the quality of occupational education at all levels. The need among the different occupational fields, however, varies widely as shown in the breakdown of funded programs (table 4).

While generally the amount of expenditures for equipment for each of these occupational clusters parallels closely the size of enrollments in each, there are unique characteristics associated with each field which result in allocations made. Office occupations, for example, which include programs in secretarial, data processing, and accounting requires a high degree of skills training with reliance placed on fully equipped study stations. Thus, insofar as equipment requirements for sustaining these as well as most postsecondary occupational programs, there is little opportunity for "economies of scale."

Although postsecondary occupational expenditures for equipment under VEA during the '70 through '74 generally continued a downward trend, they are expected to begin to rise again as the development of new programs slackens. In addition, much of the earlier equipment purchased under VEA will have served a useful life. Considering the pace of technological developments, new equipment will be needed to sustain programs at their current high level of effectiveness.

Assessment and Accountability

The *Bureau of Two-Year College Programs* employs the competitive grant method of funding occupational programs in administering its Federal allotment. The Bureau, in determining the allocations to local educational agencies, evaluates grant applications according to State and Federal mandated criteria which includes assessing the degree to which projects will assist in meeting manpower needs and job opportunities and how they will serve the vocational education needs of students in various population groups, particularly the handicapped and disadvantaged segments. The relative ability of local agencies to provide resources on their own, and the relative costs of program services and activities among the various localities in the State are also considered. While there is no sure-fire way to assess the degree to which a program of this scope and magnitude has been successful in achieving its goals, the financial data cited in this report should provide an element of objectivity in assessing the State's performance in administering Federal postsecondary occupational education funds.

The $18.5 million distributed under VEA among the State's 2-year colleges in the 5-year period covered by this report provided full or partial support to 41 new 2-year associate degree programs and 108 certificate programs ranging from 6 to 12 months in duration. This VEA funding support contributed to the improvement or expansion of 316 degree and nondegree programs in a wide range of occupational fields. In addition, approximately 1,400 faculty and staff serving postsecondary occupational programs participated in a variety of inservice staff development activities which includes regular workshops and summer institutes. Most important, however, were the nearly 93,000 students who benefited in their training from the added financial support furnished under VEA. Not only were occupational students served in their regular classroom programs, but additionally were afforded increased opportunities through improved or expanded ancillary services such as occupational guidance, counseling and job placement as well as remedial and developmental programs.

The full report on the distribution and analysis of postsecondary occupational funds in New York State under the VEA will be available by this spring. Requests should be addressed to: Bureau of Two Year College Programs/New York State Education Department/Twin Towers, Room 1925/99 Washington Avenue/Albany, New York 12230.

PAUL C. CHAKONAS, Bureau of Two-Year College Programs

Table 1

Allocation of Postsecondary VEA Funds by Function and Occupational Cluster
Fiscal Years 1970 to 1974

Cluster	*Administration*	*Instruction*	*Equipment*	*Guidance and Counseling*	*Staff Development*	*Total*
Agriculture	$ 16,027	$ 19,843	$ 103,521	$ 7,588	$ —	$ 146,979
Distributive	$ 103,595	162,552	127,057	10,056	3,444	406,704
Health	475,950	1,056,146	1,833,863	18,905	13,974	3,398,838
Office	265,298	751,180	1,913,857	18,646	81,101	3,030,082
Trade, Industrial Service	976,966	1,933,688	1,490,412	132,470	79,867	4,613,403
Engineering Related	239,046	315,943	1,546,804	24,008	159,750	2,285,551
Multi-Occupations	1,246,771	692,949	216,866	1,541,675	922,505	4,620,766
TOTAL	$3,323,653	$4,932,301	$7,232,380	$1,753,348	$1,260,641	$18,502,323

Table 2

Percentage Distribution of Postsecondary Allocations by Function
Fiscal Years 1970 to 1974

	1970	*1971*	*1972*	*1973*	*1974*	*1970-74*
Administration	9.22	17.10	24.02	19.23	18.46	17.96
Instruction	7.71	25.47	31.54	35.81	28.70	26.66
Equipment	66.31	45.37	26.83	25.54	37.59	39.09
Guidance	7.22	4.59	7.99	15.07	11.05	9.48
Staff Development	9.54	7.48	9.62	4.35	4.20	6.81

Table 3

Percent Distribution of Postsecondary Allocations by Occupational Cluster
Fiscal Years 1970 to 1974

	1970	*1971*	*1972*	*1973*	*1974*	*1970-74*
Agriculture	.38	.16	1.17	.91	1.12	.79
Distributive	5.35	.77	1.91	.75	2.50	2.20
Health	21.91	21.71	17.29	14.20	18.00	18.37
Office	24.21	16.63	10.43	16.74	14.98	16.38
Trade, Industrial Service	11.97	19.46	30.66	29.12	30.41	24.93
Engineering	15.91	10.55	11.29	9.00	14.39	12.35
Multi-Occupations	20.28	30.73	27.25	29.28	19.49	24.97

Table 4

Amounts Expended for Equipment
Fiscal Years 1970 to 1974

Fiscal Year	*Agriculture*	*Distributive*	*Health*	*Office*	*Trade and Service*	*Engineering Related*	*Multi Occupations*
1970	$ 9,946	$ 96,743	$ 632,523	$ 649,995	$ 189,344	$ 469,807	$ 13,684
1971	$ 5,185	$ 1,526	$ 495,364	$ 297,222	$ 342,699	$ 196,175	$137,908
1972	$ 32,126	$ 7,770	$ 162,363	$ 245,424	$ 384,126	$ 152,080	$ 31,205
1973	$ 31,493	$ —	$ 168,695	$ 308,386	$ 191,570	$ 257,711	$ 21,396
1974	$ 24,771	$ 21,018	$ 374,918	$ 412,830	$ 382,673	$ 471,031	$ 12,673
TOTAL	$103,521	$127,057	$1,833,863	$1,913,857	$1,490,412	$1,546,804	$216,866

REGENTS REPORT

The Regents took a number of actions of importance to the postsecondary educational community during their November and December meetings of 1974.

November

MASTER PLANS AMENDED

The Regents approved amendments to the 1972 master plans of the *State University of New York (SUNY)* and one private institution of higher education. The respective amendments authorize:

SUNY

- **State University of New York at Binghamton** to establish a program in advanced technology leading to a doctor of philosophy (Ph.D.) degree. Objective of the program is to prepare broadbased problem solvers who will extend the techniques of systems analysis, modeling, and simulation to attack the wide range of complex problems that confront a technological society.

PRIVATE

- **Canisius College** (Buffalo) to establish a program in medical technology leading to a bachelor of science (B.S.) degree. The program would consist of 3 years of academic preparation in the basic sciences and 1 year in an approved clinical internship, with credit being offered by the college for this work. *Buffalo General Hospital* has agreed to accept Canisius students for the year of clinical training.

DEGREES CONFERRED

The Regents approved the conferring of degrees as follows:

- **Regents External Degree Program**—88 associate in arts (A.A.) and 34 associate in science (A.S.) degrees.
- **Academy of Aeronautics** (Flushing)—36 associate in applied science (A.A.S.) and 22 associate in occupational studies (A.O.S.) degrees. Under terms of the institution's provisional charter, all degrees must be awarded by the Regents.

INSTRUCTIONAL EQUIPMENT GRANTS PROGRAM (TITLE VI-A)

Acting as the State Commission responsible for the Federal program, the Regents approved revisions in the **State Plan for the Higher Education Act of 1965** as amended (Part A, Title VI of Public Law 89-329), relating to *Financial Assistance to Institutions of Higher Education for Acquisition of Equipment to Improve Undergraduate Instruction*. These revisions were made possible as a result of changes in the Federal regulations for the program, which gave State Commissions far more flexibility in determining basic priority criteria affecting the administration of Title VI-A. One of the State Plan revisions provides for new criteria, especially with respect to financial need criteria which have been made more equitable in that like institutions with similar financial data will compete with each other. (The New York revisions have been approved by the U.S. Commissioner of Education.)

OTHER REGENTS ACTIONS

In other business, the Regents:

- Amended the *Rules of the Board of Regents* (Section 3.14) relating to the appointment of members to the **Teacher Education, Certification, and Practice Board**—provides for the members to be appointed by the Regents, upon nomination by the Commissioner of Education; previously they had been appointed by the Commissioner, with the approval of the Regents.
- Amended the *Rules of the State Boards of Examiners* (Section 257.5) relating to the wearing of identification badges by **pharmacists**—lists the specifications of the new identification badges, which must be worn by all pharmacists while on duty.

December

GRANT ACCEPTED

The Regents approved the acceptance of a $40,000 grant from the *Ford Foundation* to conduct A Study of How Full-Time Graduate Students Finance the Cost of their Graduate Studies. The study will determine actual costs to a student, ability to finance costs from current income and that of families, and the availability of other resources.

PHARMACY INTERNSHIP

The Regents amended the *Regulations of the Commissioner of Education* (Section 63.2) and the *Rules of the State Boards of Examiners* (Section 257.3) relating to pharmacy internship. The amendments serve to shorten the time required for candidates to become licensed pharmacists.

Previously, all candidates were required to complete a 6-month internship **after graduation**. The new regulations make it possible for pharmacy students to complete the 6-month internship requirements **before graduation**. Students would be permitted to serve two 3-month internships during the summers between their last 3 years of professional studies. Although it is not required, it is expected that the vast majority of candidates for licensure will avail themselves of this opportunity.

CHARTER ACTIONS

- **St. Bonaventure University** (Allegany)—charter was amended, authorizing the institution to confer the master of business administration (M.B.A.) degree.

MASTER PLAN AMENDED

The Regents approved an amendment to the 1972 master plan of one private institution of higher education. The amendment authorizes:

- **St. Bonaventure University** (Allegany) to establish programs in business and economics leading to the master of business administration (M.B.A.) degree. The programs would provide graduate level education in various fields of business administration to serve the needs of local industry.

OTHER REGENTS ACTIONS

In other business during the month of December, the Regents:

- Announced the appointment of the **Regents Advisory Commission on the Financial Problems of Postsecondary Institutions.** *(See writeup below.)*
- Released their annual **budget and legislative program**—proposals for 1975. *(See summary on p. 5.)*

REGENTS ADVISORY COMMISSION

A top-level advisory commission has been created by the Regents to study the financial problems of colleges and universities in New York State. The Commission will be known as the **Regents Advisory Commission on the Financial Problems of Postsecondary Institutions.**

Nathan J. Pusey, president of the *Andrew W. Mellon Foundation* and former *Harvard University* president, has been appointed commission chairman.

"The Advisory Commission," Chancellor McGovern said, "has been created to advise the Regents and the Commissioner on how the State and its higher education community can best manage the adjustment of its higher education system to changing student needs and enrollment levels."

The Regents have established the Advisory Commission because of their concern over the impact on many institutions of the decline in full-time undergraduate enrollments projected for the 1980's. In *Postsecondary Education in Transition*, the Regents' 1974 Progress Report, the Regents projected that full-time undergraduate enrollments will decline about 23 percent below 1973 levels by 1990. Both public and private institutions are likely to experience severe enrollment declines during the 1980's.

"The Regents recognize that the next 5 years provide the Regents and the State's public and private postsecondary institutions an opportunity to define policies that will permit us to adjust to changing systems in a rational manner," Chancellor McGovern said. The Advisory Commission will focus on such issues as:

- The specific policies that institutions should adopt in order to provide them with the flexibility they may need to adjust to changing enrollment levels.
- The ways in which the State should assist institutions to adjust to lower levels of operation. Such ways may include methods to reduce debt service, facilities costs, and faculty levels.
- The actions of the State should take to provide temporary financial assistance to institutions that may suffer unexpected declines in revenue as a result of enrollment declines. This may include the criteria that should be established to identify institutions in temporary difficulty and the commitments that such institutions may be required to undertake to quality for assistance.
- The mechanisms that the State should establish to assist institutions to close if they are unable to maintain a viable operation. This may include protection of students and possible alternate uses for facilities.

"It will be essential that colleges and universities stay flexible over the next 15 years," Commissioner of Education Ewald B. Nyquist said. "If they are going to be able to adjust to changes in enrollments and to shifts in student preferences in the 1980's, I expect that the Advisory Commission will assist us in forming a policy that will support such flexibility."

The Commission consists of the following individuals: Chairman, Nathan J. Pusey, president, Andrew W. Mellon Foundation; Albert M. Ammerman, president, *Suffolk County Community College*; Earl F. Cheit, associate director, *Carnegie Council on Policy Studies in Higher Education*; The Honorable Constance E. Cook, New York State Assemblywoman from the 128th District; Harold Delaney, president, *Manhattanville College*; Melvin Eggers, chancellor, *Syracuse University*; Leon M. Goldstein, president, *Kingsborough Community College*; Robert L. Ketter, president, *State University of New York at Buffalo*; John W. McConnell, Trumansburg; Elizabeth J. McCormack, *The Rockefeller Brothers Foundation*; Robert Payton, president, *Hofstra University*; Martha Peterson, president, *Barnard College*; Rev. William J. Reilly, S.J., president, *LeMoyne College*; and W. Allen Wallis, chancellor, *University of Rochester*.

ROCHESTER COMMUNITY SCHOOLS

APR 14 1975

April 10, 1975

Senator Claiborne Pell
325 Russell Senate Office Building
Washington, D.C. 20510

Dear Mr. Pell:

It has recently come to my attention that the present Federal laws dealing with vocational education have eliminated ear-marked funds for pre-service and in-service education for teachers. As an individual who has been involved in education for the past ten years I feel I am keenly aware of the importance of both pre-service and in-service education. No other means comes close to adequately preparing and informing those teachers who are currently working in the field. I cannot stress strongly enough my concern that ear-marked funds for pre-service and in-service education be restored to the new vocational education bills pending before your committee.

Thank you for your kind attention and cooperation.

Sincerely yours,

Michael J. Metevier

Michael J. Metevier
Coordinator
Work Study Programs

MJM:mt

ADMINISTRATIVE OFFICES • FOURTH AND WILCOX • ROCHESTER, MICHIGAN 48063 • (313) 651-5210

APR 15 1975

Van Buren Public Schools

Belleville High School

501 WEST COLUMBIA 697-9133
BELLEVILLE, MICHIGAN 48111

JOHN P. FORD, Principal

CARLOS A. FLORIDO
ASS'T PRINCIPAL

WILLIAM R. MOONEY
ASS'T PRINCIPAL

LARRY J. TABOR
ASS'T PRINCIPAL

HARRY A. HIDENFILTER
ATHLETIC DIRECTOR

EDWARD H. STEINMAN
DIRECTOR OF GUIDANCE

April 10, 1975

The Honorable Claiborne Pell, Chairman
Senate Sub-Committee on Education
Washington, D.C.

Sir:

While reading the Congressional Record of February 6, 1975, dealing with the vocational amendments of 1975, I noticed that there is no provision for improvement of individual teachers through a state wide in-service program. As a local director, I feel a state wide in-service program is important to help maintain and improve our vocational teachers, and programs.

That is why I would like to see an amendment to the 1975 vocational bill, supporting in-service work for teachers in the states.

Yours very truly,

Bill A. Nagy

Bill A. Nagy, Supervisor
Vocational Education

BAN:sk

Nebraska State
Advisory Council
for Vocational Education

EXECUTIVE OFFICE Ph. (402) 472-3337
Box 33, Henzlik Hall
University of Nebraska
City Campus
Lincoln, Nebraska 68508
DR. C. A. CROMER
Executive Director

May 28, 1975

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MRS. EDITH WIGHTMAN
MR. D. B. ADDINGTON
MR. KEN [illegible]

Honorable Claiborne Pell
Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

A recent review of the interchange with Commissioner Bell and Deputy Commissioner Pierce was of particular interest to us. We fully agree with the position that you took at the time of the hearing. Specifically it is most assuring to us that people like you are keeping our so called "leadership" in the U.S. Office in line.

We have been concerned for some time about the way vocational education has been treated in the U.S. Office of Education. We have been pleased with the way Congress has visualized the role for vocational education. When the legislation is turned over to the U.S. Office for implementing it seems the intent of Congress becomes minimized.

We have no faith in the concept the Administration has proposed for vocational education in their recent legislative draft. We believe the net result, if implemented, would reduce the effectiveness of the federal impact by about 25-30 percent. We fully support every issue you have raised about the new legislative draft as we can find no basis for justifying what is proposed.

We offer a solid Amen to everything you have challenged and would hope that you would not compromise on a single issue.

Respectfully yours,

CACromer

Virginia A. Vieregg
Chairman

C. A. Cromer
Executive Director

CAC:tah

UNIVERSITY OF NEW HAMPSHIRE
DURHAM, NEW HAMPSHIRE 03824

OFFICE OF THE PRESIDENT

March 4, 1975

The Honorable Thomas J. McIntyre
United States Senate
125 Senate Office Building
Washington, D.C. 20510

Dear Senator McIntyre:

Both the House and Senate Education Committees of the Congress have pledged to re-examine the Vocational Education Act of 1963 with the intention of reauthorizing the legislation during the 94th Congress.

Although occupational education, in its broadest sense, has been for many years an important service of many institutions, the University of New Hampshire among them, traditionally the "vocational education" bills passed by Congress have not allowed our institutions to participate in the Federal programs they establish. We believe that this is wrong and that the amendments to the Vocational Education Act of 1973, which must be enacted this year, should be re-written so as to support programs that carry out the Federal mission rather than specify funding of programs only at specified kinds of institutions (e.g., area vocational schools and community colleges).

If this position were incorporated in the law, the University of New Hampshire and others conducting occupational education programs (i.e., less-than-baccalaureate) would be eligible for Federal support.

We would sincerely appreciate any efforts you might make to insure that the reauthorization of the Act would include the language necessary to allow the University and other similar institutions to participate.

Please contact either me or Peter Hollister if you or your staff would like additional information on this subject.

Sincerely,

Eugene S. Mills
President

UNIVERSITY OF RHODE ISLAND
NARRAGANSETT • R. I. 02882

Marine Advisory Service • Narragansett Bay Campus
(401) 792-6211

25 June 1975

Senator Claiborne Pell, Chairman
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate
Washington, DC 20512

Dear Senator Pell:

Knowing your interest in "Marine Education" and that your committee is in the process of reviewing and revising the legislation on both career education and vocational (occupational) education, I feel it is very important to share some of my perceptions with you.

At the time that I joined the URI Marine Advisory Service, Don Giles at Oregon State University was the only other "Marine Education Specialist" under Sea Grant. At that time "Sea Grant's" perception of its role in Education was that of supporting technical and scientific education at the undergraduate and graduate levels. Don and I were hired because our universities were swamped by requests for information by school teachers at all levels and because our local directors perceived that if their other activities in the marine sphere were to succeed, they needed to have a broader base of public support and understanding than just a few scientists and fishermen.

In the ensuing four years many others have begun to recognize this need. NASA recognized a similiar need from the very beginning. However, in the oceans we have a great deal of public interest and an almost complete put down of this interest in most cases because most peoples' basic perception of their need is strictly in terms of science and of the glamor word "Oceanography." And the University's typical reply in the past has been, "Oceanography is a graduate study, come back and talk to us when you have your college degree in math and science and then we'll let you look in and find out what it's all about."

Gradually we have begun to change this perception. I do not suggest that "Sea Grant" should take on anything other than an advisory and supportive roll in K-12 education similiar to Dept. of Agriculture's roll in Agricultural Education (Note; DA has a 4-H

Senator Pell

25 June 1975

agent in every county of the country). I do feel that those who are responsible for K-14 education should realize that they have a role in the oceans; that we must marinize the curriculum throughout the educational system. Just as our text bookssin the past have mostly been oriented to the general population and tended to ignore the important contributions of members of the many minority elements in our society, so they have also been terrestrially oriented whether it be the fourth grade math book that teaches fractions in terms of agricultural products, the chemistry book that teaches electrolysis in a battery but ignores the fact that seven-tenths of the earth is covered with a strong electrolyte, etc., etc., etc. In short, the oceans must be fairly represented in all aspects of our educational system including environmental education, career education, occupational education, general education, adult and continuing education and in all other areas of education. As I have stated before, I do not see how we can have effective coastal zone management, orderly development of ocean resources, solution of world-wide environmental problems including issues of energy and international politics until the oceans have a constituency both in the general public and in the halls of Congress.

I suppose I have done as much as anyone to bring about the term "Marine Education" versis more narrowly defined terms such as "marine science," which in some parts of the country refers to "hard science" and in the Gulf means "maritime training;" i.e. seamanship, navigation etc. When I talk of "marine education" I am using it as an all encompassing term covering everything from kindergarten to Ph.D. and including manpower skill training, continuing education, environmental education and occupational education (Voc./Tech. or whatever the current vogue is).

The primary reasons for adopting this all encompassing term "marine education" are: 1) to contrract the "Cousteau syndrome" by which the general public thinks of marine education as scuba diving, marine biology and oceanography. Half the school kids in the country want to be "Oceanographers" without any real understanding of what's involved or what other opportunities there are. 2) The second reason is to establish a basis of commonality, unity and communication within the marine education field. I for one feel that if nothing else, all these people should at least be aware of what the others are doing. In addition, I think that many have some common needs and interests, each has its strengths and weaknesses and all need to work together if this country is to have its place in the oceans. I believe that if there is mutual understanding among educators at various levels in all the various areas of marine education, we can capitalize on our limited resources by programs complementing and supplementing each other rather than blindly duplicating or competing with each other.

Senator Pell 25 June 1975

My point of view is a result of providing advisory services in this field for the last four years, having a degree in Oceanography, having taught school at most levels from 4th grade to graduate school and having been to sea on everything from a small New England trawler to research vessels and a 10,000 ton freighter over the last 15 years.

At the present time the U.S. Office of Education has begun to recognize the existance of marine education by appointing Mr. Paul Gray who is Executive Director (at the government's expense) of the "Future Farmers of America" as their marine education specialist. I personally feel that is a pretty sad commentary on peoples' perceptions of the role of the Oceans in the continued existance of man on planet earth. (This is not meant in any way to critize Mr. Gray, who has worked diligently to fulfill his new role).

A great portion of my time this year has been devoted to serving as a primary advisor to Olympus Research Corp. of Boston in their preparation of the "State-of-the-Art" study of the "Marine Career Cluster" for the U.S. Office of Education.

To date however, I know of nothing in the educational legislation that recognizes the existance of a marine component in any educational program. Man is a terrestrial animal, and as such tends to forget that his very existance on spaceship earth is dependent on his wise use and management of its water. I, for one feel that it is extremely important therefore, that the word marine (refering to both fresh and salt water) be specificlaly mentioned in the revision of educational legislation to ensure that is not be overlooked by people whose knowledge generally ends at the waters edge.

Sincerely,

Thayer C Shafer

Thayer C. Shafer
Marine Education Specialist

TCS/mjl

Senator Pell. This will conclude this hearing which has been made very interesting by your testimony. Out of this I would ask the staff to prepare legislation that will look at the question of vocational training in the prisons, to see what we can do on the Federal level to deal with the great need. I thank you all for coming. The subcommittee will recess until the call of the Chair.

[Certain information supplied for the record in the interest of economy was not printed but may be found in the files of the Subcommittee.]

[Whereupon, at 12:17 p.m., the subcommittee was recessed, to reconvene at the call of the Chair.]

○